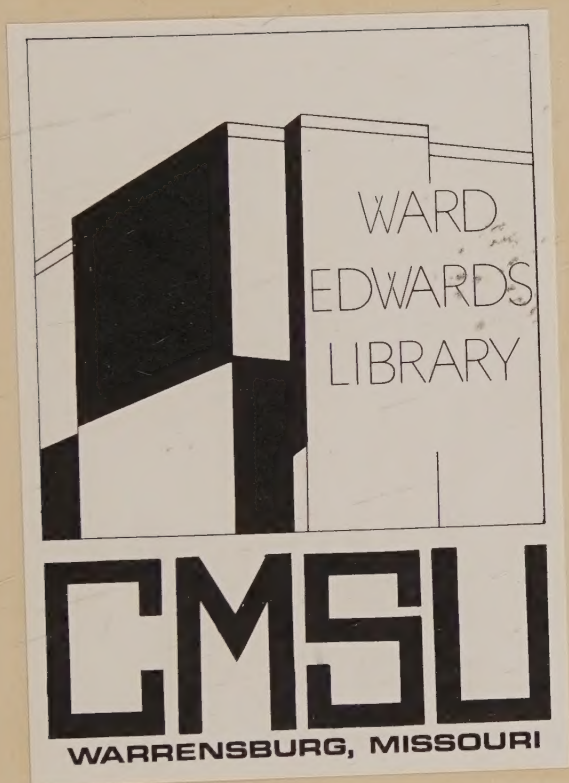


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THE ORGANIZATION AND OBJECTIVES OF STATE TEACHERS' ASSOCIATIONS

BY
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TEACHERS COLLEGE, COLUMBIA UNIVERSITY
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J. G.

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THE ORGANIZATION AND OBJECTIVES OF STATE TEACHERS' ASSOCIATIONS

CHAPTER I

INTRODUCTION

Purpose of Study.—The purpose of the following study is to analyze the functions and objectives of state teachers' associations, and to survey the organization, methods, and activities by which they are attempting to achieve these functions and objectives. Three outstanding features have been emphasized; namely, the centralization and concentration of control within the organization, the general character of association activities as related to association aims, and the opportunity for constructing and carrying through a program of educational betterment.

PRESENT STATUS OF STATE TEACHERS' ASSOCIATIONS

There is a state teachers' association in every state. The membership in these organizations has grown until it now includes 436,392 teachers and laymen who are interested in education. Tables 1 and 2 show the growth of these associations. They show that the rate of growth has increased tremendously within the past eighteen years. In 1907, although the associations had existed for over one hundred years, only 14.7 per cent of the teachers in this country were members. In 1916, 34.1 per cent of the teachers were enrolled. From 1916 to 1923 the membership more than doubled, 61.5 per cent of all teachers being members of an association in January, 1923.

A great deal of this growth was due to the criticisms of educational expenditures which followed the World War, and the resultant need for more effectual organization. It was also due to increased appreciation of the effectiveness of group action which has characterized specialized groups during the past decade.

Viewed as a whole, state teachers' associations constitute an important agency in public education. They are being supported by large sums of money; during 1922 and 1923 their receipts must have totalled nearly three-quarters of a million dollars. Their

North Carolina	10,146	750	7.4	13,875	1,022	7.4	19,808	8,500	50.4	36
South Carolina	6,228	300	4.8	8,070	1,500	18.6	10,814	1,800	18.6	47
Tennessee	9,929	165	1.7	12,181	400	3.3	15,167	3,200	24.1	46
Texas	14,553	500	3.4	25,000	3,500	14.0	32,137	12,313	42.5	40
Virginia	9,468	1,500	15.8	12,507	8,123	64.9	15,401	10,225	71.6	23
West Virginia	8,262	450	5.4	10,324	1,500	14.5	12,715	7,857	70.0	25
TOTAL	120,866	9,731	8.1%	149,809	27,063	18.1%	199,563	82,468	41.3%	
GREAT LAKES										
Illinois	28,083	1,294	4.6%	32,800	16,350	49.8%	39,590	26,635	72.8%	22
Indiana	16,671	3,450	20.7	19,609	12,124	61.8	21,194	14,127	82.1	14
Michigan	17,286	4,800	27.8	20,161	6,659	33.0	25,755	19,800	81.5	15
Ohio	26,517	1,000	3.8	31,819	5,212	16.4	34,246	22,845	67.7	26
Wisconsin	14,491	5,000	34.5	15,871	5,806	36.6	17,672	10,145	59.4	33
TOTAL	103,058	15,544	15.1%	120,260	46,151	38.4%	138,457	93,552	67.5%	
GREAT PLAINS										
Iowa	27,950	1,549	5.5%	26,791	4,215	15.7%	23,832	16,798	60.7%	30
Kansas	12,568	1,200	9.5	15,005	6,673	44.5	17,423	13,339	78.5	19
Minnesota	14,939	2,000	13.4	17,792	5,933	33.3	20,476	11,500	58.8	34
Missouri	17,838	665	3.7	19,826	8,140	41.1	22,393	16,786	79.5	16
Nebraska	10,059	2,000	19.9	12,643	4,185	33.1	14,140	10,000	67.2	27
North Dakota	5,240	425	8.1	8,093	1,769	21.9	8,243	3,862	43.0	39
Oklahoma	8,000	615	7.7	12,390	2,277	18.3	17,233	13,200	85.8	11
South Dakota	5,555	500	9.0	7,957	2,277	32.3	7,765	4,570	58.2	35
TOTAL	102,149	8,954	8.8%	107,207	33,192	31.0%	131,505	90,055	68.4%	

Data taken from an unpublished study by C. S. Foos and from data supplied by the National Education Association.

TABLE 1—(Continued)

WESTERN STATES	1907			1916			January, 1923		
	Number of Teachers	Teachers Enrolled	Per Cent	Number of Teachers	Teachers Enrolled	Per Cent	Estimated Number of Teachers	Teachers Enrolled	Per Cent
Arizona	645	520	80.6%	1,364	.....	.....	2,042	2,000	102.3%
California	9,714	2,700	27.8	17,860	11,000	61.6%	22,132	16,000	82.7
Colorado	4,940	2,025	41.0	6,001	3,560	59.3	8,977	6,398	86.6
Idaho	1,955	325	16.6	3,144	300	9.5	4,351	3,000	75.3
Montana	1,788	100	5.6	4,327	830	19.2	6,096	2,698	37.4
Nevada	449	222	49.4	657	.....	.....	733	658	93.5
New Mexico	1,065	500	46.9	2,302	1,500	65.2	2,664	1,200	43.6
Oregon	4,243	1,200	28.3	6,173	1,500	24.3	6,900	6,146	79.0
Utah	2,010	1,400	69.7	3,282	.....	.....	3,997	4,200	107.6
Washington	6,524	4,005	61.4	9,295	4,750	51.1	9,402	7,027	71.1
Wyoming	787	390	49.6	1,633	350	21.4	2,362	2,500	112.0
TOTAL	34,120	13,387	39.2%	50,735	32,790	64.6%	69,656	51,827	74.4%
UNITED STATES	447,467	65,793	14.7%	553,309	188,730	34.1%	707,050	436,392	61.5%

Data taken from an unpublished study by C. S. Foss and from data supplied by the National Education Association.

TABLE 2

THE GROWTH OF STATE TEACHERS' ASSOCIATIONS BY GEOGRAPHICAL GROUPS
1916 AND 1923

Geographical Group by States	1916			1923		
	Total Number of Teachers	Teachers Enrolled	Per- centage	Total Number of Teachers	Teachers Enrolled	Per- centage
Eastern	125,298	49,534	39.5%	167,869	118,490	70.5%
Southern	149,809	27,063	18.1	199,563	82,468	41.3
Great Lakes ...	120,260	46,151	38.4	138,457	93,552	67.5
Great Plains ...	107,207	33,192	31.0	131,505	90,055	68.4
Western	50,735	32,790	64.6	69,656	51,827	74.4
Total	533,309	188,730	34.1%	707,050	435,392	61.5%

expenditures were probably 70 per cent of this sum. Thus supported, the associations are conducting a large number of activities. Their journals have a combined circulation of approximately 450,000. It is estimated that the associations reach nearly sixty per cent of their total enrollment through professional meetings. They are contributing over \$30,000 for the purpose of shaping and influencing legislation. The leading associations are engaged in educational research and are attempting to educate the general public in regard to educational conditions and needs.

The actual accomplishments of state teachers' associations, like those of all educational bodies, are difficult to evaluate. To a large degree the results are intangible. But there is reason to believe that they are assuming no inconsiderable part in raising the standards of education.

SOURCES OF STUDY

With the exception of the first two chapters, original data have been utilized almost exclusively in this study. Association journals, proceedings, constitutions, and other literature issued by the associations have been supplemented by original data furnished by association officers. It has been impossible to secure data from every association, but from twenty-eight to forty-two associations have supplied data for every phase of the study. The results are, consequently, representative. All the data requested were furnished in full by practically every association which had a full-time executive secretary.

CHAPTER II

THE PURPOSE AND CHARACTER OF STATE TEACHERS' ASSOCIATIONS

Purpose of Chapter.—To summarize educational literature with reference to the basic reasons which justify the existence of state teachers' associations, and with reference to the general character which they should assume, is the purpose of this chapter.

THE PURPOSE OF STATE TEACHERS' ASSOCIATIONS

The obvious outcome of the World War in education is that schools more than ever before are the agencies of the state. The need is for better and more patriotic citizens. More and better education is the only certain means of getting a better citizenship.¹

To secure "more and better education" necessitates a constant and successful attack upon a number of specific problems. The character of school administration, the relation of the school to the community, and the equitable amount of school support are types of problems which are of concern to every citizen. Professional standards and ideals, the stability of the teaching personnel and the proper and just amount of remuneration for a given teaching service are types of problems of peculiar interest to teachers; but they are also very closely related to the interests of every citizen. To obtain adequate solutions of these problems, for even temporary periods of time, requires searching analysis and reconstruction.

Improvements of conditions with reference to these and other problems and, very often, the defense of an existing status, require purposeful agencies which not only can determine their solutions but can also secure popular acceptance of these solutions. Though matters of public welfare, the public can hardly be expected to solve them. There must, therefore, be some agency which is willing to promote the public good rather than private ends and which is capable of influencing public sentiment. Without such

¹Russell, James E. *Organization of Teachers*, p. 1. New York, 1919.

an agency progress must inevitably be desultory and haphazard. No agency is better fitted by training, interest, and experience to secure this progress in public education than is the teaching group itself. The individual teacher, however, working as an individual, has little influence. In order to secure effective action in a democracy there must be a group of individuals working with a common purpose. The strength of numbers acting as a unit is a tremendous asset. With a unified body, programs not only may be framed; they can be carried through.

The need for an effective use of group power, working in the interest of its own members and at the same time retaining the point of view of public betterment, was early understood and was the reason for the organization of the first state teachers' associations. They were the outcome of necessity.

The first unorganized meetings were held in order to promote and establish public schools; the next series of meetings, to defend the schools established; and the third, to educate and inspire the people and the teaching force. The indifference, ignorance, and opposition of the people toward the principle of public education had to be overcome. The people had to be instructed in the need for, and purpose of, a public school system.

These meetings were held all over the country and later resulted in the organization of state bodies.²

Educational writers agree that the true function of state teachers' associations is the same as it was originally—their function is primarily that of rendering a public service.

We need the massive strength that will come through the corporate will of the teachers. I do not mean to imply the organization of a merely coercive force. But I do mean to suggest all of the powers of an ethical coöperation which keeps well in mind its obligation to every human and social interest in and out of the profession. However difficult the task may be made by scattered membership, short service and other factors, it must be assumed at once.³

An analysis of the purposes of state teachers' associations, as defined in their constitutions, shows that, without exception, they have been organized upon this basis. A tabulation of these purposes as they occurred in the constitutions of forty-two associations revealed forty-six to be concerned with the promotion of the interests of education; twenty-seven concerned with

² Foos, C. S. *The Organization of State Teachers' Associations*, p. 1.

³ Brainard, P. P. "First Step Towards a United Organization," *School and Society*, Vol. II, p. 218.

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the elevation of the teaching profession; eighteen concerned with the promotion of the interests of teachers; and eight naming as an object of organization the need for securing coöperation within the profession.

"To promote the interests of education" and "to advance the interests of the profession" are twin phrases which constantly occur in association literature; but it is emphasized that the advancement of the profession shall be from the standpoint of the public good.

The true purpose of a state teachers' association, as defined by educational writers, is well exemplified by the following statement of purposes set forth in the constitution of the Pennsylvania Education Association:

The association is established to advance the school interests of Pennsylvania, to unite the educational forces of the state, to foster proper educational ideals, to give trend to progressive movements, to stimulate appreciation of the opportunities and responsibilities of the teaching profession, to maintain for the teaching profession its true place in the world's work, to promote fellowship and fraternal feeling among teachers and to forward and protect their interests by means of instruction, conference, and action.

Any organization which espouses such principles, assumes a unique position in public life. Its position must be usual in that it must retain its independence. It may not align itself with any individual group; it must not give reason for suspicion that it has so aligned itself.

The organization should coöperate with every group of citizens for the promotion of public good, but should avoid entangling alliances with anyone.⁴

THE CONTROL OF STATE TEACHERS' ASSOCIATIONS

An organization composed of teachers, and having the purposes defined above, might conceivably have either patriarchial or democratic control. It might, for example, be controlled and directed by the state superintendent of public instruction; or it might be a voluntary independent association, the management of whose activities would lie in the hands of the members themselves. Both methods may be found in present associations. In three states the state superintendent of schools is almost always the president. In at least seven states he is an ex-officio member of the executive committee, and in several cases he is an ex-officio member of other committees.

⁴ Russell, James E. *The Organisation of Teachers*, p. 8. New York, 1919.

In the great majority of states, however, the state superintendent holds no ex-officio office. The superintendent may be, and often is, elected to fill important offices in the association. But such influence as he wields in association affairs is due to his force as a personality, and is not due solely to his official position. There is, despite the lack of an official connection, a relation of cordial coöperation between the association and the state superintendent. In most cases the superintendent coöperates in all important campaigns. Space is given in association journals to the news and activities of the state department of education. In response to a questionnaire sent out to the secretaries of state education associations by the secretary of the Federation of Secretaries of State Education Associations, only one of thirty secretaries reported a lack of coöperation.

Nearly every writer who has considered the question believes that no position outside of the association should entitle its incumbent to hold an ex-officio office in the association. They favor absolute independence of the association electorate in choosing its officers for the following reasons:

1. An independent, voluntary association is in accord with American ideals and precepts. The creation of a strong state department of education, for example, cannot take the place of a teachers' organization. To preserve a proper balance there must be an organization of teachers working from the ground up as well as an agency super-imposed upon the teaching body.

2. The democratic method is, furthermore, an effective way of mobilizing talent. Such an association is one of the best agencies for employing the constructive thought of every teacher and of availing itself of the talent of a large number of trained minds.

3. With a democratic organization the purposes of the association may be achieved more surely. To be really influential in bringing about reforms there must be an organization which can apply consolidated thought and action to the task of influencing the public. Such unified support is obtained best by a group in which all of the members are active, participating and sharing in the direction of activities. Negatively, human beings are contra-suggestible to commands of ordained superiors. By giving each teacher a part in the direction of the association alienation of sympathy is prevented.

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4. Finally, an independent association is less susceptible to political manipulation and can take a stand on questions which a state superintendent, for example, might find it politic to avoid. The association is bound by no partisan ties and is capable of uncontrolled action.

CHAPTER III

THE ADMINISTRATIVE ORGANIZATION OF STATE TEACHERS' ASSOCIATIONS

PRESENT PRACTICES IN ASSOCIATION ORGANIZATION

The following analysis of the organizations of state teachers' associations has been made in order to reveal present tendencies, particularly with reference to changes made in reorganizations, and to clarify thinking upon a number of elements where widely differing practices are to be found.

As a basis for this study the present organizations of forty-two associations have been analyzed. These associations are the only ones considered in the following pages.

Membership.—The constitutions of the forty-two associations showed that in thirty of these associations membership is limited to those actively engaged in educational work; in eight, anyone interested in joining may do so; in four, membership is limited to white teachers. The local, and in some cases the county, associations are the elementary units. From ten to fifty members, depending upon the association, may organize and be entitled to representation as a unit of the association.

Divisions (Districts).—Geographical divisions of the state have been made in half of the forty-two associations whose constitutions were analyzed. Generally, these divisions have been made for the purpose of multiplying the number of convention districts; in several cases they have been made administrative units. The large membership of the average association precludes the possibility of accommodating more than a fraction of the total number at any one meeting. Several associations, so organized, carry on the same program on the same day or week in different parts of the state. It has been found that speakers may be engaged to deliver addresses in different parts of the state during the same week at an expense slightly greater than would be required to engage them for a single meeting. A much larger audience is thereby reached.

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In some instances the number of divisions in a state has not been determined in accordance with any definite principles. In view of the purposes for which these divisions have been organized, the following principles may be suggested:

1. The division should be large enough to provide the stimulation which comes from the assembling of a large group.
2. It should be small enough to accommodate every member within its boundaries.
3. It should be so established with reference to geographical and transportation conditions that every member may conveniently attend.

Representative Assembly.—Voting by mail on even the larger issues of association policy has been found ineffective and uneconomical. The large membership of the associations makes it impossible for all to assemble and vote. The solution has been the creation of delegate assemblies for legislating policies, for approving or disapproving the administration of business and for granting the appropriations of the associations. Twenty-eight of the forty-two associations considered have already reorganized on this basis; at least ten have so reorganized within the past six years. Other associations are planning to reorganize in this way. New Jersey is apparently the only state definitely opposed to this mode of government.

The average size of the representative assembly is over three hundred delegates. In California it is composed of fifty delegates; in other states as many as seven, eight, and nine hundred delegates make up this body. The optimum size of such an assembly is purely a matter of its function in the organization. It is perfectly obvious that a group of even four hundred members, meeting one day a year, cannot be representative in any true sense of the word. The function of such an assembly cannot be any other than that of ratifying policies proposed and discussed by a comparatively small number. Upon the other hand, the larger assemblies have more contacts and can influence a greater number of members in meetings of the local associations.

The length of tenure of delegates is one year in practically every state. In over three-fourths of the states having delegate bodies the local association is the unit for the selection of delegates. These are elected by the local unit as a whole with no

reference to sex or type of teaching group. There has been some tendency to organize the division as an administrative unit, in which event the divisions generally select the delegates. About one-half of the associations provide for a number of ex-officio delegates but the practice is unstandardized. Recently there has developed a considerable tendency to hold the meeting of the delegates at a time not coincident with that of the annual convention of the association. Many officers believe that this meeting should be held just before the annual convention in order that its report may be made to the association; there are many who believe that the expenses of delegates should be paid by the association.

President.—In states organized upon the delegate plan, the president is elected by the delegate assembly in eighteen associations, by the association as a whole in ten, and by the executive committee or board of directors in two. His tenure of office is practically always one year.

The position is rapidly becoming an honorary one and the executive work formerly placed in his hands is carried on by the executive secretary.

Board of Directors.—In ten of the forty-two associations considered, there are two executive bodies, one generally called the executive committee, the other called the board of directors. The functions of these boards, when their functions were tabulated, were found to overlap. In the evolution of the organization of state teachers' associations, the duties of the board of directors have been taken over by the delegate assembly and the executive committee. Few associations which have reorganized have retained this board.

Executive Committee.—In a few cases the executive committee is called a board of directors. The name here refers to that agency which has the real control of the executive work. There are only ten states which have an executive committee of over seven members. The members are elected for either one, two, or three years. There has been a constant tendency to increase their length of tenure and to rotate their election. Many states now elect two members each year for three-year terms. The former practice of electing an entirely new committee each year has been found dangerous and unsatisfactory as is evidenced by the tendency toward longer terms noted above.

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In every association but two, the president of the association is also chairman of the executive committee. In half of the associations the vice-president is also an ex-officio member. There is some tendency to include the state superintendent of public instruction. In eleven states the secretary is also a member; but with the extension of the duties of this office, and the tendency to make him an executive officer of the committee, this practice is gradually being done away with.

The most frequent procedure is to elect this committee from the membership as a whole. The representative assembly is the electorate for choosing its members, where such an assembly exists. Some states vary this procedure. In three cases each department may elect a member; in two the electorate unit is the division; and in one they are elected by congressional districts. In a few states where the association as a whole is the electorate a certain number of members must be chosen from specified groups within the organization.

The executive committee is becoming a supervisory body. It lays out the work of the association and formulates policies in accord with the general policy of the association. The actual details are carried out by a paid executive officer.

Executive Secretary.—A most significant feature in the evolution of association organization is the creation of the office of a full-time executive secretary. This office makes possible continuous rather than spasmodic efforts to advance the policies of the association. It knits together local efforts and unifies the work of the association.

At the present time there are twenty-four full-time executive secretaries, receiving a median salary of \$4,000, with a median length of service of three years.¹ Six of these positions have been created within the past three years and at least three states are now planning to establish the office.

As a rule, the executive secretary is elected by the executive committee for a term of three years and is responsible to it. In Pennsylvania the secretary is elected for six years.

The duties of this officer are so manifold and varied that they require a specialized type of ability. They are primarily executive and call for business acumen. The executive secretary is generally given the responsibility of preparing the budget of expenditures,

¹ In February, 1925, thirty associations had full-time executive secretaries.

of editing the association journal, of suggesting a program for the annual meeting and of attending to all the details of membership.

In practically every case the executive secretary has been chosen from the field of school administration.

Standing Committees.—Standing committees are ordinarily appointed by the president but in some instances they are elected by the executive committee. They ordinarily consist of five members, although committees of from fifteen to fifty members are not uncommon. The most important committees are the resolutions and legislative committees.

PRINCIPLES OF ORGANIZATION

The structure of an organization is an expression of fundamental ideals and principles. The form which it takes discovers the philosophy of all who have affiliated with it.

Viewed collectively, the state teachers' associations have been organized upon a democratic basis, originally and throughout their development. Any analysis of their organizations must testify to this. The lesson which this teaches is that reorganizations of the future must be made upon this basis. Something of the individual power of a pure democracy must be given up; something of the efficiency of an oligarchy must be sacrificed, but the associations will doubtless continue as democracies. The task of the builder of constitutions will be so to plan his organization that, as a democracy, it will function as effectively as possible.

The study of the administrative reorganizations that have been made in the forty-two associations has made it possible to isolate certain definite principles which seemed to have been influential. These are listed below:

1. Every teacher in the state should be a member; every member should participate to the largest possible extent and receive the maximum amount of service.

2. As far as practicable, every controlling agency should represent the membership as a whole and be responsible to it; but provision should be made for continuity of policy.

3. Every functioning agency should be large enough to offer the stimulation afforded by the convening of large numbers of people having common purposes, and yet small enough to work efficiently and economically.

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4. The duties, responsibilities and authority of every functioning agency should be defined to prevent overlapping.

5. Provision should be made to handle the work of the association effectively; ordinary business principles should be invoked.

6. Special phases of the work should be placed in the hands of individuals or small groups.

7. Adequate provision should be made for carrying forward such activities as are considered desirable.

SUGGESTIONS FOR REORGANIZATION

The larger units of governmental organization have been rather well agreed upon and found usable by associations which have reorganized. The need and value of divisions, representative assemblies, committees, and offices have been recognized and the general outline of the organization has been standardized. Upon the finer points of organization such agreement does not exist. There have been shown to exist wide differences of opinion with regard to such matters as the proper unit for selecting delegates, the tenure of officers, and the optimum size of a representative assembly.

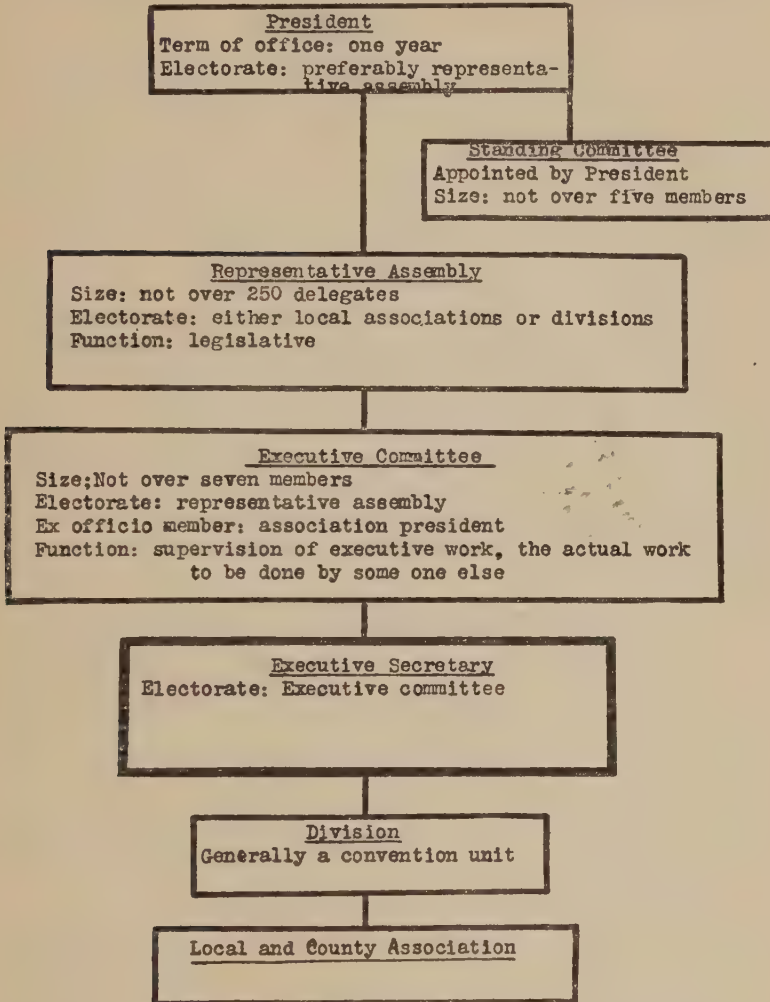
It would seem reasonable to suppose that with such wide variances, some practices might be good and others poor. In order to secure standards for better practice, it seemed advisable to obtain the opinions of competent judges upon a number of specific points. The judgment scale presented at the end of this chapter was accordingly constructed. Since a group of men who have assumed an active part in the management of associations would be competent to judge the efficacy of different methods, Judgment Scale I was sent to the presidents and secretaries of associations who held office during 1923-1924.

Forty-seven of the ninety-six officers submitted judgments. There appeared to be a slight tendency for each officer to adjudge his own type of organization as best. Nevertheless, the range in present practice was cut down on a number of details and the results should be of value.

Accepting the larger units of organization upon which there is very complete agreement among progressive associations, and using the minor items agreed upon by the officers, it has been possible to construct the suggested type of organization shown in Chart I.

CHART I

SUGGESTED ORGANIZATION FOR STATE TEACHERS' ASSOCIATIONS



The organization units were made up according to the plan almost always followed by 11 states which have recently reorganized. The same plan is used by a large number of other states as well.

The elements in each unit were agreed upon as most satisfactory by at least 75 per cent of the officers who submitted judgments.

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SUMMARY OF OPINIONS OF FORTY-FIVE PRESIDENTS AND SECRETARIES OF STATE TEACHERS' ASSOCIATIONS HOLDING OFFICE DURING 1923-1924

Seventy-five per cent or more of the officers who expressed their opinion upon the various features of organizations agreed that:

1. The most effective number of delegates in the representative assembly is two hundred and fifty or less.
2. The local associations or divisions should elect these delegates.
3. The delegates should be selected from and be representative of the association as a whole, or a division as a whole, without reference to particular teaching groups.
4. The function of the representative assembly is to legislate for the association.
5. The president should be elected for one year.
6. The executive committee should be made up of not more than seven members.
7. The president of the association should be an ex-officio member of the executive committee.
8. In states having full-time executive secretaries, the function of the executive committee is the supervision of the executive work, the actual work to be done by some one else; in other states its functions may be executive.
9. The executive secretary should be elected by the executive committee.
10. Standing committees should be appointed by the president.
11. Standing committees should be composed of not more than five members.

The officers tended to disagree upon the following elements of organization:

1. The length of tenure of delegates. About one-third of the officers favored either two or three years, while the majority believed that one year is best.
2. The time for holding the business meeting of the association. Twenty-seven per cent believed that it should not coincide with the annual meeting of the association.
3. The electorate for choosing the president. Sixty-nine per

cent believed that the president should be chosen by the representative assembly and twenty-five per cent thought that he should be chosen by the association voting as a whole.

4. The length of tenure of the executive secretary. The median is three years.
5. The length of tenure of committees. The median is two years.
6. Eligibility to membership. Two-thirds of the officers voting believed that only those actively engaged in educational work should be allowed to become voting members.

JUDGMENT SCALE I

THE ORGANIZATION OF STATE TEACHERS' ASSOCIATION

Please draw a circle around the number of words, placed in parentheses below, which you think will make for the most effective type of organization.

I. Representative Assembly

1. The most effective and efficient number or delegates in such an assembly is: (50); (100); (150); (200); (250); (300); (350); (400); (450); (500); (550); (600); (650); (700); (750); (800); (850); (900); (950); (1000).
2. Delegates should be elected for the following number of years: (1); (2); (3); (4); (5).
3. Delegates should be elected by:
 - (Local associations)
 - (Divisions)
 - (Congressional districts)
 - (Departments)
4. Delegates should be chosen by the electorate and be representative of the:
 - (Association as a whole)
 - (Divisions)
 - (Congressional districts)
 - (Departments)
5. The proper function of the assembly is:
 - (Legislative)
 - (Legislative and executive)
 - (Executive)
6. The business meeting of the assembly should be held during the annual meeting of the association: (Yes); (No).

II. President

1. When the association is organized upon the delegate plan, the president should be elected by the:
 - (Association)

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(Representative assembly)

(Executive committee or board of directors)

2. The president should be elected for the following number of years: (1); (2); (3); (4); (5).

III. Executive Committee

1. The most effective and efficient size of this committee is: (3); (5); (7); (9); (11); (13); (15); (17); (19).
2. Members should be elected for the following number of years: (1); (2); (3); (4); (5); (6); (7).
3. The following should be ex-officio members of the executive committee with power to vote:

(President of association)

(Vice-president of association)

(Executive secretary)

(State superintendent of public instruction)

(President of divisions)

(Presidents of departments)

4. The proper function of the executive committee is:

(Legislative)

(Executive)

(Legislative and executive)

(Supervision of executive work of Association, the actual work to be done by some one else)

IV. Executive Secretary

1. The secretary should be elected for the following term of years: (1); (2); (3); (4); (5); (6); (7); (8); (9).

2. He should be chosen by the:

(Association)

(President)

(Representative assembly)

(Executive committee)

V. Standing Committees

1. The president should appoint the members of all standing committees: (Yes); (No).
2. Members of standing committees should be elected for the following number of years: (1); (2); (3); (4); (5); (6).
3. Standing committees should generally be composed of the following number of members: (3); (5); (7); (9); (11); (12); (13); (15); (17); (19).

VI. Members of Association

1. The following should be eligible to membership with power to vote:
(Anyone interested in education)
(Anyone actively engaged in educational work)

VII. Remarks:

CHAPTER IV

THE AIMS AND OBJECTIVES OF STATE TEACHERS' ASSOCIATIONS

THE CONSTRUCTION OF A JUDGMENT SCALE

Selection of Objectives.—In order to furnish standards and to establish a point of view for those engaged in directing the activities of state teachers' associations, Judgment Scale II was constructed. It was composed of a series of objectives which one or more associations are trying to attain or which one or more persons assert the associations should attain. There are included objectives which are attained in the opinion of certain critics, but which are considered by these critics to be unworthy and unimportant.

A list of objectives was obtained through an analysis of current literature pertaining to state education associations, supplemented by an analysis of association journals, constitutions, programs of annual meetings and resolutions passed by legislative assemblies. From this list was made up a list, each item of which would include as wide a range as possible and yet would overlap any other objective as little as possible. The ones finally selected gave a rather complete cross section of association work and were listed in Judgment Scale II.

JUDGMENT SCALE II

THE AIMS AND OBJECTIVES OF STATE TEACHERS' ASSOCIATIONS

If the activities of a State Teachers' Association are to be properly directed, those in charge must consider the purposes for which these activities exist.

Below are listed (in random order) purposes, aims and objectives of State Teachers' Associations, each one of which has been advanced by one or more Associations, or has been urged as worthwhile by one or more interested individuals.

Assume a typical association organization *which has not yet begun to engage in any activity* and then rank in the following way:

Give a rank of 1 (one) to that objective which should be first concern and consideration of *those who are managing the Association.*

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Give a rank of 2 (two) to that objective which these directors should next promote after having made all reasonable provisions for 1.

Give a rank of 3 to that objective which the directors should try to reach after having given the greatest possible impetus to 1 and 2.

The objective which you rank 15 will be the objective which you think does not need to concern the directors as much as do any of the others.

AIMS AND OBJECTIVES

		Rank Order
1. Research	An increase in the amount of accurate knowledge of educational conditions within the state, the development of new methods of teaching, the discovery of better techniques, etc. (This would mean that the Association should finance research work such as state surveys, develop courses of study, etc.)	_____
2. Educational Program	The development of a state program of the same nature and for the same purpose as the platforms of political parties listing the specific ways in which the educational conditions of the state should be improved	_____
3. Professional Knowledge	The increase of professional knowledge of teachers about such subjects as "Tests and Measurements," "Changes in the Curriculum," "Objectives of Secondary Education," etc., etc. (by means of programs at association meetings, articles in journals, etc.)	_____
4. Specialization	An increase in the specialized teaching groups, such as the primary group or the mathematics group (by means of departments and sections at state meetings, specialized articles in journals, etc.)	_____
5. Unification of Teachers	Development of a spirit of unity and esprit de corps among all of the educational forces of the state	_____
6. Publicity	Education of the public about the purposes and aims of the educational program	_____
7. General Culture	The general cultural development of teachers (by means of musical entertainments and lectures on non-professional subjects)	_____
8. Social Development	Opportunity for social development by enabling teachers to meet each other at state meetings, by personals in journals and by the dissemination of local, state and national "news" relating to education	_____

9. Code of Ethics	Promotion of accepted standards of ethical and professional relationships	_____
10. Inspiration	Inspiration of teachers by provision of purely inspirational lectures upon the "values of education," "the teacher's opportunity," etc.	_____
11. N. E. A. Program	Systematic and energetic promotion of the N. E. A. program of education	_____
12. Placement Bureau	An improvement, or at least a change, in present methods of obtaining teaching positions, through the establishment of an association placement bureau	_____
13. Publicity for Teachers	Education of teachers about the association educational program in order that they may intelligently and actively aid in the advancement of this program	_____
14. Teachers' Hospitals, Sanitariums	Erection and support of hospitals, sanitariums and old age homes for teachers	_____
15. Legislation	The formulation and passage of such legislation as is necessary to forward the educational program	_____

Point of View of Judgment Scale II.—There is a difference in the immediate aims of an association recently established and one which has been well organized for many years. For example, an association which has already constructed an educational program would not need to consider the development of such a program. Again, objectives vary in a single association during a single year, first one objective assuming a primary position, then another. For this reason the judges were instructed to rank the objectives with the assumption of a "typical association which has not yet begun to engage in any activities."

Furthermore, the objectives could not usefully be ranked from the standpoint of general importance. An objective such as social development might justifiably be considered of great importance by individual teachers; on the other hand, association officers might appreciate the importance of this objective but might consider it an inevitable by-product of some other activity. If this were true, the association would not have to try to further this specific objective. The judges were, consequently, instructed to give primary value to the objectives which should be the first concern and consideration of those who are directing the activities of the association.

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SELECTION OF JUDGES AND METHOD OF SCORING

Selection of Judges.—The judgment scale was first submitted to a group of forty-six superintendents from all parts of the country who were members of an Administration Course given at Teachers College, Columbia University, during the summer of 1924. This group was composed of men of broad experience, accustomed to determining educational policies, and of sufficient vision not to confuse present practice in their own states with ideal conditions.

Since it seemed highly desirable to secure the opinions of those actively engaged in directing association activities, Judgment Scale II was also submitted to the presidents and secretaries of state education associations who were holding office during the fall of 1924. Forty-six of these officers gave their judgments.

Method of Scoring.—In summarizing the opinions of these men the following technique was employed. The rank given to an objective by the individual superintendent was considered the score of that objective. The total sum of such scores for a single objective, as given by the entire group of judges, is the final score of that objective given in Table 3. Since a low numerical value in the original ranking signified importance in the minds of the judges, a low total score indicates importance. The best possible total score would be 46; the worst possible score would be 690.

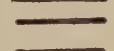
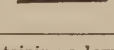
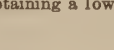
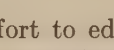
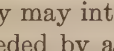
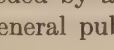
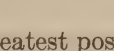
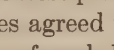
RESULTS OF JUDGMENT SCALE

The Most Important Objectives.—The summarized judgments of the superintendents and association officers are presented in Table 3. It should be noted that there was a significant agreement in the final rankings of the two groups of judges. They were agreed that those engaged in directing the activities of an association should first of all be concerned with the development of a spirit of unity and esprit de corps among the educational forces of the state, and the development of an educational program listing the specific ways in which educational conditions of the state should be improved.

Publicity for Advancement of the Educational Program.—The objectives which immediately succeed these in importance are all concerned with the advancement of the educational program. After the program has been constructed the association directors

TABLE 3

THE AIMS AND OBJECTIVES OF STATE EDUCATION ASSOCIATIONS AS RANKED
BY 46 SUPERINTENDENTS AND 46 OFFICERS OF STATE EDUCATION ASSOCIATION

Officers' Ranking	Score		Superintendents' Ranking	Score
1. Unification of Teachers ..	141		1. Educational Program ...	149
2. Educational Program ...	164		2. Unification of Teachers ..	160
3. Publicity for Teachers ..	224		3. Publicity for Teachers ..	202
4. Publicity	234		4. Publicity	211
5. Legislation	248		5. Legislation	229
6. Professional Knowledge .	276		6. Professional Knowledge .	262
7. Code of Ethics	295		7. Research	335
8. Research	305		8. N. E. A. Program	384
9. Inspiration	372		9. Specialization	402
10. Specialization	382		10. Inspiration	449
11. Social Development	396		11. Social Development	512
12. N. E. A. Program	414		12. Code of Ethics	558
13. General Culture	431		13. Placement Bureau	568
14. Placement Bureau	547		14. General Culture	599
15. Hospitals, Sanitariums, etc.	639		15. Hospitals, Sanitariums, etc.	677

Note: In above table, an objective obtaining a low score is considered by the judges to be of primary importance.

should then make every effort to educate the teachers as to its provisions in order that they may intelligently aid in its advancement; this should be succeeded by a publicity campaign for the purpose of educating the general public about the purposes and aims of the program.

Legislation.—When the greatest possible impetus has been given to these objectives the judges agreed that the next step should be the formulation and passage of such legislation as is necessary to forward the educational program.

Professional Knowledge.—When everything had been done to carry through the educational program, those in charge of the association should consider means of increasing the professional knowledge of teachers by means of programs at state meetings, professional articles in journals, etc.

Research.—The next objective should be an increase in the amount of accurate knowledge of educational conditions within the state, the development of new methods of teaching, the discovery of better techniques. This would mean that the association

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should finance research work, such as state surveys or the development of courses of study.

The National Education Association.—The comparatively low rank of the objective calling for a systematic and energetic promotion of the National Education Association program was explained by several judges to mean, not that they considered this program unimportant, but that they felt an association must give primary emphasis to constructive work in its own state. After this has been done it would be justified in extending its activities to include the National Education Association program.

The Other Objectives.—The rank of the other objectives is given in detail in Table 3. The development of general culture in teachers by means of musical entertainments or lectures on non-professional subjects; the provision of opportunity for social development by enabling teachers to meet each other at association meetings and by the dissemination of local, state, and national news relating to education; the increase of specialized knowledge among specialized teaching groups by means of departments and sections at state meetings or specialized articles in association journals; the inspiration of teachers through the provision of purely inspirational lectures upon such subjects as the "Value of Education" or "The Teacher's Opportunity"—all of these objectives, which have played such a large part in association work of the past, are given ratings of very subordinate value.

Finally, there is a decided sentiment that the establishment of placement bureaus and the erection of teacher's hospitals, sanitariums, and old-age homes should not be considered until all possible progress has been made in the other fields.

CONCLUSION

The detailed results of the application of this scale should not be taken too seriously. As was said in the beginning, the purpose of the judgment scale has been to establish a point of view to help place emphasis correctly. Different objectives at different times will assume varying degrees of importance and at times many will seem of equal importance; the true criterion must always be common sense.

The really significant result of the study described in this chapter is the fact that both groups of judges—one from the field of school administration, the other engaged actively in

association work—agreed that the state education association should be dynamic, not passive, and that it should assume a definite place in the body politic as a political and social agency striving to function in a clearly defined way towards specific educational goals.

CHAPTER V

THE FINANCIAL STATUS OF STATE TEACHERS' ASSOCIATIONS

GENERAL PRINCIPLES OF FINANCIAL ACCOUNTING

The most important function of a financial statement is to inform those for whom the statement is issued of the general character of the sources of income, the type of activities in which the agency is engaged and the comparative emphasis placed upon such sources of income and such activities. The most important function of a financial statement is not to give evidence of honest bookkeeping. The employment of creditable accountants makes this relatively unnecessary.

In order that a financial report may render the greatest service to the members of the associations, the following principles should be borne in mind by those issuing the statements¹:

1. Legality

The reports of expenditures should conform to national and state requirements.

2. Uniformity

In so far as possible, the associations should use the same system of accounting so that the receipts and expenditures of the various associations may be compared.

3. Flexibility

The system must be flexible enough to be usable by all associations irrespective of size or general type of activity.

4. Clearness

The kind of activity helped along by the payment should be expressed in clear language.

5. Condensation

Published reports should classify items under a few well described main heads in order that they may be clearly understood by every member, and appear significant.

¹ As suggested by Strayer and Engelhardt in the *Survey of the Public Schools of Stamford, Conn.* Institute of Educational Research, Teachers College, Columbia University, 1924.

METHOD OF SECURING FINANCIAL DATA

Financial statements, presented in anything like meaningful form, were almost impossible to obtain from the published reports of the associations. The reports very often consisted merely of a tabulation of individual items. In several associations no reports at all had been issued. The paucity of such data, together with the variety of systems of accounting in use, made it impossible to handle these financial statements collectively.

In order to secure the necessary data, a number of published statements were analyzed. Questionnaire I (presented at the end of the chapter) was then constructed. This questionnaire permitted the recording of the receipts and expenditures of all the associations with the exception of that of Missouri. The unusual type of work carried on by this association made it impossible to compare its financial statement with those of the other associations. Since this questionnaire was sent out a number of associations have adopted and used the method of distribution therein employed.

The returns of this questionnaire are presented at the end of this chapter in Tables 4 and 5. The discrepancy in the totals for expenditures in the two tables is accounted for by the fact that two of the thirty-five states responding to the questionnaire were able to distribute their expenditures but could furnish no record of their receipts.

THE RECEIPTS OF STATE TEACHERS' ASSOCIATIONS

The distribution of receipts for thirty-three associations is set forth in Table 4. The total receipts for these associations were \$642,673.05. Pennsylvania, the largest association in the country, had receipts of \$78,364.55. The lowest receipts for any association were \$516.57. The median expenditure was \$14,127.00, the receipts of the Indiana Education Association. Six states received a small income from state appropriations; twenty had receipts for advertising; ten received a bonus for meetings from the chamber of commerce or some other organization of the city in which a meeting was held; thirteen recorded receipts from subscriptions to journals, generally from non-members; nineteen listed, as a source of income, interest on savings or investments; and twenty listed receipts from miscellaneous sources such as placement bureaus and admissions to lectures.

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CHART II

PERCENTILE RECEIPTS OF STATE TEACHERS' ASSOCIATIONS DISTRIBUTED ACCORDING TO SOURCE

	Per Cent	
Membership Dues	72.6	
Advertising	16.7	
Subscriptions	1.8	
State Appropriations	1.0	
Bonus for Meetings	1.0	
Interest	1.0	
Miscellaneous	5.6	

Chart II shows the percentile receipts of the associations, listed according to sources. The great bulk of the income of the associations, 72.6 per cent, is made up by the dues of the members, showing that the associations are coöperative organizations in the fullest sense of the word. The next greatest source of income, the receipts from advertising in association journals and printed programs, is 16.7 per cent of the total revenue of the associations. The income from miscellaneous items was 5.6 per cent, while the other sources of income contributed only 4.8 per cent of the total amount. The relative proportion received from various sources by the different associations indicates that membership dues will always constitute the most important receipt since the largest and most developed associations have found few ways to augment the proportion of the income received from other sources. Reading circles contribute large sums to the Missouri Education Association, but the sentiment in most of the associations has been opposed to earning money through services rendered to members.

DISTRIBUTION OF EXPENDITURES

The distribution of expenditures for thirty-five associations is presented in Table 5. Eleven general items are listed. The greatest expenditure of any association, during 1922-1923, was made by the California Education Association, which distributed \$58,765.49 between the various items. One of the associations expended only \$310.88. The median expenditure of these thirty-five associations was \$8,441.88.

Every association expended money for general management,

but four paid out nothing for salaries of officers or clerical help. Twenty-three of the thirty-five associations listed expenditures for drawing up and carrying through various types of legislation; twenty-four had, as an expenditure, the cost of various publications. All but three named state meetings as an item of expenditure. Table 5 shows that four state education associations,—California, Kansas, Rhode Island and Maryland,—maintain placement bureaus. Approximately one-half of the associations expended varying amounts for committee expenses and capital outlay, but only two incurred an expense for debt service. Less than one-third of the associations incurred any expense for publicity.

CHART III

THE PERCENTILE EXPENDITURES OF STATE TEACHERS' ASSOCIATIONS
DISTRIBUTED ACCORDING TO FUNCTION

	Per Cent	
General Control	14.1	
Personal Service	26.4	
Publications	30.2	
State Meetings	13.4	
Legislation	5.0	
Placement Bureau	2.5	
Committees	2.6	
Publicity	1.2	
Debt Service	.1	
Capital Outlay	2.4	
Miscellaneous	1.7	

THE PERCENTILE DISTRIBUTION OF EXPENDITURES

General Control.—Chart III shows that 14.1 per cent of all the expenditures of the thirty-five associations is devoted to the management of association affairs. This figure does not include the 26.4 per cent devoted to salaries of officers and their assistants, the largest proportion of which is, of course, directly chargeable to general control. As compared with other enterprises, and even as compared with other associations of a similar nature, such as the National Education Association or the American Bar Association, state teachers' associations are devoting an unusually large

proportion of their funds to this item. This is due, in part, to the fact that the organization of these associations has occupied such a large portion of the resources of the associations, as may be deduced from the fact that the membership more than doubled between 1916 and 1923. In time this percentage should be appreciably lowered. In the more highly developed associations it is proportionately less than in the others.

The Journal and the State Meetings.—The two most important activities of state teachers' associations, as indicated by the proportion of the total expenditures which are devoted to them, are the journal and miscellaneous publications, and the state meetings. Thirty and two-tenths per cent of the total expenditures are devoted to publications; upwards of one-half of these expenditures, however, are balanced by receipts for advertising. Thirteen and four-tenths per cent is devoted to state meetings.

Other Activities.—When the amounts for general control, personal service, journals and meetings are totalled, only 15.5 per cent of the total expenditures remain to be distributed among all other items, such as legislation, publicity, committee expense, debt service, capital outlay and placement bureaus. Of course, some of these are furthered by the journals and association meetings. But, when considered in terms of the ranking of aims and objectives, described in Chapter IV, the fact is significant that only five per-cent of the total amount is devoted to legislation and that eleven states spend nothing at all on this item; it is even more significant that only one per cent was devoted to informing the public of the needs and contemplated improvements of educational conditions in the various states, and that two-thirds of the associations reported no expenditure at all for this service. In view of the important position given to legislation and publicity by both superintendents and officers when rating association objectives, it is entirely safe to predict that a much larger proportion of the expenditures will be devoted to them in the future.

QUESTIONNAIRE I

FINANCIAL STATEMENT OF STATE TEACHERS' ASSOCIATIONS

The following financial statement is necessary for a study of state teachers' associations. An attempt to compare the financial statements of the associations failed because of the different methods of accounting in use. If you are able to supply this information your coöperation will be very greatly appreciated.

Receipts for 1922-1923

State of _____

I. Membership Dues	\$ _____
Dues paid by all classes of members.	
II. Advertising	_____
III. Subscriptions	_____
Subscriptions to journal not covered by dues.	
IV. Interest	_____
V. Bonus for Meetings	_____
Contributions made by business organizations, etc.	
VI. State Appropriations	_____
VII. Miscellaneous	_____
Total Receipts	=====

Expenditures for 1922-1923

I. General Control	\$ _____
All expenditures for executive committee, board of directors, all traveling expenses, office supplies, freight and express, rent, etc.	
II. Personal Service	_____
Expenditures for salaries of secretary, treasurer, clerical assistants, etc.	
III. Legislation	_____
Expenditures incurred by legislative committee and others engaged in influencing legislative action.	
IV. Association Journal	_____
Expenditures for printing, postage, supplies, etc.	
V. State Meetings	_____
All expenditures for meetings, such as speakers, etc.	
VI. Placement Bureau	_____
Bureau for aiding teachers secure positions.	
VII. Committee	_____
All committees except executive, legislative and publicity.	
VIII. Publicity	_____
Expenditures incurred in acquainting public with school needs.	
IX. Debt Service	_____
Payment of loans, interest, etc.	
X. Capital Outlay	_____
Expenditures for furniture, permanent equipment, buildings, purchase of journal, etc.	
XI. Miscellaneous	_____
Total Expenditures	=====

TABLE 4
DISTRIBUTION OF THE RECEIPTS OF THIRTY-THREE STATE TEACHERS' ASSOCIATIONS FOR 1922-1923

State Teachers' Associations	Membership Dues	State Appropriations	Advertising	Bonus for Meetings	Subscriptions	Interest	Miscellaneous	Total Receipts	Total Expenditures	Balance
Pennsylvania	\$ 55,919.25	\$1,750.00	\$ 17,456.67	\$ 500.00	\$ 1,316.95	\$1,055.23	\$ 366.45	\$ 78,364.55	\$ 54,059.61	\$ 24,304.94
California	35,868.55		20,661.99		571.79	532.02	6,433.95	64,068.30	58,765.49	5,302.81
Kansas	28,254.00		15,470.47	2,000.00		297.74	11,118.36	57,140.57	53,509.36	3,631.21
Michigan	39,855.00			250.00	209.28	88.48	5,698.91	46,101.67	31,269.03	14,832.64
Iowa	23,481.15	500.00	9,608.76	1,000.00	44.65	60.00	3,860.31	33,554.87	23,243.67	10,311.20
Texas	18,613.75		10,715.49		34.75	1,916.67	2,710.29	33,990.95	29,395.19	4,595.76
Illinois	29,452.26				9.50	425.90	12.35	29,900.00	21,345.54	8,554.46
Wisconsin	26,348.00		1,172.58			421.73	325.00	28,267.31	21,481.01	6,786.30
Ohio	26,056.00		572.50		335.65		465.50	27,429.65	21,747.01	5,682.64
Minnesota	19,623.19		6,368.80			189.18	1,072.50	27,253.67	22,691.83	4,561.84
Oklahoma	18,500.00		6,385.53		12.50		54.06	24,952.09	22,133.85	2,818.24
Washington	14,801.50		4,794.17				2,290.61	21,886.28	20,660.89	1,225.39
Colorado	13,240.00		5,250.00	900.00	70.00	400.00	200.00	20,060.00	16,920.00	3,140.00
New Jersey	19,000.00							19,000.00	12,000.00	7,000.00
West Virginia	6,500.00	3,500.00			6,450.00			16,450.00	8,055.49	8,394.51
Louisiana	14,100.00		1,391.41		13.00	458.27		15,962.68	11,252.10	4,710.58
Indiana	14,127.00							14,127.00	9,600.00	4,527.00
North Dakota	10,301.75		2,100.00			77.00	1,260.00	13,728.75	8,751.01	4,987.74
Massachusetts	5,277.50		2,272.08		1,601.40	95.12	27.81	8,196.70	5,709.72	2,486.98
Kentucky	6,947.00	250.00	585.00	550.00		79.20	25.50	3,224.22	5,751.54	865.65
Oregon	6,268.50					98.69		4,617.19	2,884.76	559.00
Montana	5,224.22							3,585.18	2,884.76	1,700.42
Connecticut	4,487.50					97.68	250.00	4,404.43	3,280.00	2,514.85
Idaho	1,128.00		1,186.93	250.00	1,679.50			3,500.00	2,220.00	2,514.85
Georgia	3,000.00			500.00				3,426.00	2,496.16	929.84
Wyoming	2,536.00		875.00				15.00	3,263.50	1,883.74	1,869.76
Florida	2,951.00		802.50					3,123.00	2,502.89	560.11
Vermont	2,267.00	400.00	328.00			78.00	50.00	2,950.02	3,015.86	— 65.24
Rhode Island	2,300.25		285.00	204.00		133.10	28.27	2,721.99	2,201.21	520.78
Maryland	2,505.00	150.00		25.00		41.99		1,982.50	895.13	1,087.37
Tennessee	1,982.50							1,776.00	791.17	1,185.33
Delaware	776.00							516.57	310.89	205.69
Nevada	516.57									
Total	\$466,239.43	\$6,550.00	\$107,793.48	\$6,179.00	\$12,348.97	\$6,568.05	\$36,265.12	\$642,673.05	\$500,731.02	\$141,293.44 (-80.41)

TABLE 5
DISTRIBUTION OF THE EXPENDITURES OF THIRTY-FIVE STATE TEACHERS' ASSOCIATIONS FOR 1922-1923

State Teacher Association	General Control	Personal Service	Legislation	Publications	State Meetings	Placement Bureau	Committees	Publicity	Debt Service	Capital Outlay	Miscellaneous	Total
California . . .	\$ 6,484.97	\$ 23,666.56	\$ 577.04	\$ 22,480.40	\$ 4,408.57	\$ 2,895.04	\$ 2,337.31	\$ 594.45		\$ 1,098.78	\$ 988.25	\$ 58,765.49
Pennsylvania . . .	5,161.14	12,632.84	1,846.90	26,729.96	6,827.16	9,087.13		2,475.51		942.89		54,059.61
Kansas . . .	4,690.11	12,496.49	2,050.99	15,071.31	4,200.79		3,446.65			810.66	593.82	53,509.36
Michigan . . .	6,656.44	7,343.42		7,060.05	2,174.69		537.02			1,967.86	197.00	31,269.03
Texas . . .	6,108.42	6,421.36		13,006.26	2,174.69		221.02	124.73		950.44	4	29,395.19
Iowa . . .	2,681.96	8,375.47	1,215.07	8,621.69	2,684.23		823.81			113.11	611.97	29,243.67
Minnesota . . .	1,888.54	7,416.38	1,675.36	4,861.95	5,055.03			971.10		358.79		22,691.83
Missouri . . .	3,790.88	5,900.48	1,019.91	8,469.89	2,543.73		308.44	310.13		437.86		22,133.85
Oklahoma . . .	3,384.30	4,964.52	3,582.39	3,996.78	4,138.28					446.50		21,747.01
Ohio . . .	3,470.45	6,275.17	29.04	3,337.12	5,581.36			656.84		2,601.04	186.83	21,481.01
Illinois . . .	3,308.09	5,400.00	1,900.92	9,055.50	1,024.19					21,345.54		21,345.54
Wisconsin . . .	3,782.43	6,394.42	661.21	6,889.64	1,901.01		500.00	100.00		351.17	701.01	20,660.89
Washington . . .	1,520.00	3,100.00	1,200.00	7,000.00	3,200.00		4,000.00			300.00		16,920.00
Colorado . . .	1,500.00	4,000.00	1,000.00	7,000.00	1,500.00		250.00			1,190.75		11,252.10
New Jersey . . .	1,500.00	2,600.00	3,794.48	1,167.32	5,400.00					500.00		9,600.00
Louisiana . . .	1,200.00	2,500.00	155.00	2,200.00	5,400.00		278.49	358.62	\$688.64		77.50	8,751.01
Indiana . . .	1,373.32	2,900.00	276.12	3,636.71	7,719.44			210.00		37.81		8,441.88
North Dakota . . .	1,785.36	3,772.00		2,908.86			17.55			25.00		8,055.49
Massachusetts . . .	2,423.86	2,404.10	142.19	2,757.49	1,239.21		351.49			7.95		5,751.54
West Virginia . . .	1,307.81	1,886.85	135.80	667.40	2,498.38			66.50				5,709.72
Oregon . . .	1,971.06	1,429.63	1,112.34	2,053.36	815.51		71.67					4,665.22
Kentucky . . .	412.34	2,200.00	1,112.34	2,053.36	265.67			8.00			408.87	3,537.90
Montana . . .	815.69	1,967.31	112.36	511.00	1,550.00							3,280.00
Virginia . . .	1,730.00	110.00		511.00	1,862.47	303.20						3,015.86
Rhode Island . . .	729.19				2,394.83							2,884.76
Connecticut . . .	489.93	351.60		880.32	1,233.13							2,562.89
Vermont . . .	351.60	97.84			1,889.61							2,496.16
Wyoming . . .	504.15	285.14	317.26		720.04		19.31					2,480.20
North Carolina . . .	985.12	643.27	50.00	1,079.40	823.81	221.79	823.81			3.00		2,201.21
Maryland . . .	212.57	170.00			725.00							2,201.21
Idaho . . .	125.18	50.00			465.71							1,979.58
Florida . . .	523.83	386.77		145.70	247.00				27.43			1,383.74
Tennessee . . .	443.93		25.00		675.92		10.00				53.50	1,895.13
Delaware . . .	15.25	65.00			78.93							791.17
Nevada . . .	211.95	20.00										310.88
Total . . .	\$71,294.42	\$133,355.02	\$25,273.88	\$152,548.11	\$67,852.39	\$12,507.16	\$13,096.57	\$5,875.88	\$716.07	\$12,102.80	\$8,741.62	\$504,268.92

CHAPTER VI

ACTIVITIES OF STATE TEACHERS' ASSOCIATIONS

Purpose of Chapter.—The purpose of this chapter is to survey the main activities of state teachers' associations, and to consider them in the light of the true aims and objectives of these associations as determined by the judgment of forty-six superintendents and forty-six association officers (presented in Chapter IV).

THE ACTIVITIES OF THE ASSOCIATIONS

The analysis of association expenditures partially revealed the activities which are carried on, such as professional meetings, journals, publicity, and legislation. There are also a number of miscellaneous activities which are carried on by relatively few associations. At least four associations in this country conduct placement bureaus; Missouri, through its reading circles, distributes large numbers of educational publications; and North Carolina is spending a large sum of money on a preventorium.

This chapter deals only with such activities as are carried on by the typical association.

PROFESSIONAL MEETINGS

One of the most important activities now being conducted by state teachers' associations is the professional meeting. The thirty-five states whose expenditures were analyzed in Chapter V, spent \$67,852.29 on these meetings, 13.4 per cent of all the money expended. Only three states reported no expenditure for this item.

Time of Meeting.—Most associations hold at least one annual meeting. This generally occurs in the fall in a centrally located city. Meetings are also held in the state divisions. It is estimated, after a consideration of the opinions of association officers, that sixty per cent of the total membership attend these meetings.

Divisional Meetings.—The annual state meeting for all members gives the inspiration which comes from a gathering of a large

group of people having the same interests; but the growth of the associations has made it impossible to provide for even a fair representation of the total membership at any one meeting. For this reason at least seven associations (Kansas, Michigan, Rhode Island, Massachusetts, California, Connecticut, and Illinois) have discontinued the annual meeting except for the gathering of the representative assembly. All other meetings are cared for by the divisions. This will probably become the common practice of all the larger associations.

Topics of Discussion at the State Meetings.—The speeches which were made to the members who attended the general sessions of the annual meetings during 1922-1923 were classified according to content for thirty-eight associations. This classification did not include the presidents' addresses.

Ninety-seven per cent of these speeches dealt, in the main, with inspirational subjects or with educational problems of broad scope, such as school support, tests and measurement, and junior high schools. One per cent was concerned with non-educational topics. Two per cent of the speeches in the general sessions were definitely devoted to the consideration of specific educational problems with a direct application to state needs. Only one state association, Missouri, devoted the major part of its program to an analysis of educational conditions in the state.

Suggested Change in Program of the State Meeting.—The general sessions of a state meeting should be an important aid to the attainment of the aims and objectives of the association. The policies and procedures of an association can here be advanced to great advantage.

Were the aims and objectives of the associations similar to those of a normal school or college, in that their most important function should be to increase the general professional knowledge of the teachers, the subjects discussed would then have been properly chosen. But they were not chosen in accord with the true objectives of an association as determined by the superintendents and association officers. (See Chapter IV.) These judges ranked as sixth the increase of professional knowledge. They believe that an association should first of all develop an educational program, listing the specific ways and means in which educational conditions in the state can be improved. They believe that, when this program is constructed, the associations

should then make every effort to advance it by educating the teachers and the public as to its purposes and provisions, and by formulating such laws as are necessary to further it.

To accord with this belief there must be a change in the type of subjects discussed at state meetings. The incomparable opportunity for acquainting the teachers with every phase of the educational program should not be lost. Only when every effort has been made to develop and promote this program should the association concern itself with increasing the general professional knowledge of the teachers.

Large Amount of Specialization at State Meetings.—In order to determine the amount of specialization in state teachers' associations, a tabulation was made of the departments, sections, round tables, and affiliated associations which occupied a place in the programs of thirty-eight associations during the state meetings held in 1923. These are given in Table 4, which is presented at the end of the chapter. There were 175 different specialized groups in the thirty-eight associations. The most typical association had twenty specialized groups; the lowest number was five; the greatest number was thirty-seven.

No Agreement as to Kind of Specialization.—It is evident that there is little agreement upon the optimum amount of specialization, or the particular teaching groups which are entitled to separate meetings. There may be found every type of specialized group in the associations, such as superintendents' round tables, music sections, sections for those interested in social service or sections devoted to mathematics. After making all due allowances for the differentiation which results from a lack of standardized names for various groups, it is evident that, while there has been agreement among associations that specialized groups should be given an opportunity to meet as entities at some time during the general meeting, there is almost no agreement as to the kind of specialization which is desirable.

Topics Discussed.—An analysis was made of the programs offered at the meetings of these specialized teaching groups. Eighty-eight and four-tenths per cent of the speeches treated topics which one would believe to be of peculiar interest to the participating group. Eleven and one-tenth per cent of the speeches dealt with material which could have interested a much larger group. The classification was made with the assumption that

groups with broad interests, such as the superintendents' groups or parent teacher associations or principals' groups, would be interested in any educational problem.

Number of Specialized Groups Should be Limited.—It is probably true that provision should be made for the specialized interests of specialized teaching groups and that special interests or varying needs of different states, prevent the standardization of such groups among the associations. It is probably true also that those holding the offices thus created have an increased interest in the affairs of the association.

However, the increase of the specialized knowledge of special groups was given a low rank in the judgment submitted in Chapter IV. The fact that over half of the time of the general meeting is given over to group meetings, the fact that a great deal of the material presented would interest much larger groups, the impossibility of securing the ablest speakers for meetings which are attended by a comparatively small number, the fact that such meetings lead, not to the unification of the teachers, but to their dispersion, and the fact that the educational needs and problems of the state are not largely considered at these meetings—these facts should justify a curtailment of the formation of these groups.

Conclusion.—The programs as presented at most meetings are of a purely professional nature. They are mainly concerned with academic discussions of academic questions. If the most important function of the associations is to increase the amount of professional knowledge now possessed by teachers, they would seem to serve their purpose admirably. If, on the other hand, a primary purpose of the association is to formulate and to carry through an educational program which will advance the educational interests of the state, much evaluation and reconstruction work must be done and the meetings must be more purposefully used as an agency to fulfill this function.

ASSOCIATION JOURNALS

Twenty-five of the thirty-five associations, which furnished financial reports for the year, 1922-1923, expended \$158,548.11 for journals, special bulletins, and miscellaneous publications. From a financial standpoint the journals are the most important association activity. They are, furthermore, the agencies through which the individual members are most often reached.

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Until quite recently nearly all of the associations had no journals. "Proceedings" of the annual meeting and the speeches of the general session were printed. This practice is being given up very largely and thirty-five associations now have official organs. Thirty of these official organs or journals are owned by the various associations and only five are privately owned. The most usual procedure has been the purchase of a privately-owned magazine and the conversion of this magazine into an association journal, although there are many instances where the journal has been founded by the association. In the majority of cases there is no official connection between the association and the state department of education. However, the state department of education is generally assigned a page of its own. Either nine or ten issues, more often ten than nine, are put out each year by most of the associations. The editor of the journal is nearly always the executive secretary. This practice is inevitable in the present state of association evolution. He should always have supervision of the journal. But as the associations grow, the journal will more and more be managed by editors engaged for that purpose.

The Content of the Pennsylvania School Journal.—The typical journal serves a dual function. One of its functions is to acquaint the members with the aims and conditions of the association; it is also a service magazine interested in increasing the professional knowledge of the teacher. Table 8 presents an analysis of the amount of space devoted to various phases of education during 1923-1924 by the *Pennsylvania School Journal*.¹ Thirty-one and ten hundredths (31.10) per cent of the space is given over to advertising. Thirteen and eighty-eight hundredths (13.88) per cent is given over to matters pertaining to either the Pennsylvania Association or the National Education Association, such as meetings, organization, and legislative action. Two and twenty hundredths (2.20) per cent is devoted to articles on teachers, certification, salaries, etc. General topics on every phase of education are given twenty and twenty-eight hundredths (20.28) per cent of the total space. Unclassified material, current educational news, and non-educational items are given thirty and twenty hundredths (30.20) per cent of the space.

¹ The author is indebted to the librarian of the Department of Education for assistance in developing the method of distributing the various items.

The Function of the Journal.—The content of the *Pennsylvania School Journal* was critically analyzed because it is one of the very best of the association journals. Its chief purpose, as judged by the amount of space given to various items, is to inform the members of the association concerning educational topics of general interest and to present current educational news and events. A purpose of very subordinate importance has been to acquaint association members with the policies of the association.

When the journals of the state education association are considered in terms of the true aims and objectives of these associations, the same criticism may be made that has been made of the subjects discussed at state meetings. The superintendents and association officers who ranked the association objectives believe that the chief purpose for which an association exists is to formulate and to advance a definite program for educational betterment in the state. If this is so, the chief function of a journal should be to aid in the formulation and promotion of this program. To increase the general educational knowledge of teachers and to present interesting educational news are important functions of a journal; but the chief function is to purposefully aid the association in carrying through its educational program.

The proper method by which to determine the content of the educational journal has been well described by Joy E. Morgan, managing editor of the *Journal of the National Education Association*:²

If our journals are to reach their maximum effectiveness the editor must plan them with something of the care that an architect plans a building. He must be free to apply the highest test to every item of material that is printed. That test is service to the cause of education. Our associations being *professional* are concerned primarily with the elevation of the profession. They must stand always for the programs of educational advance which have been adopted by our organizations and which are the hope of every teacher. The subjects which we may consider are largely determined by these programs and by the needs of the profession.

RESEARCH

The typical state teachers' association is not concerned with research. Definite data were secured from twenty-nine of the

² "How the Content of Educational Journals Is Determined." An address by Joy Elmer Morgan before the National Organization of State Secretaries of Education Associations, Chicago, Ill., February 27, 1924.

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largest associations; twenty-one of these associations, according to the statements of their secretaries, are not carrying on research of any character. Usually, such research work as is carried on is not of an intensive character. Often it consists of a limited compilation of data relating to teachers' salaries or living conditions. There are, however, a few notable exceptions. The Michigan State Teachers' Association has done considerable research work. Ohio and Pennsylvania have financed state surveys.

Extensive research is being carried on by the teachers' association of Missouri. At the present time it has a committee engaged in making a survey of the state. This is being conducted by representatives of the teachers' colleges of the state and by the state department of education. This association has furnished \$5,000 for the survey and each of the state institutions has agreed to furnish an additional \$1,000 either in money or in service. The Missouri association also has a committee on State Junior and Senior High School Courses of Study. An appropriation of \$6,000 has been made for this purpose by the Association. The Illinois Education Association has the only director of research, who was engaged in 1924 for the purpose of analyzing the financial condition of the state.

As the associations develop they will probably increase their research work, particularly along the lines which it is their peculiar function to serve. To formulate a program of educational betterment there must be a basis of accurate and scientifically evaluated data. Unless these data are secured by the association through its own resources, reliance must be placed upon other agencies; and there is a possibility that the very data which are needed will not have been collected.

PUBLICITY

One and two-tenths per cent of the total expenditures of the thirty-five states, from which financial data were available, is devoted to publicity. Of twenty leading state associations from which it was possible to secure data seventeen carry on no publicity work according to the statements of their secretaries. The usual procedure in associations which concern themselves with publicity is the release of an occasional article to the newspapers. Ohio and Texas, however, have trained publicity agents. Alabama is now

contemplating the engagement of a publicity director and has appropriated \$40,000 for a publicity campaign of three years' duration.

In Chapter IV it was shown that a large number of competent judges believe that the primary function of a state teachers' association is to formulate methods for improving educational conditions in the state. They believe that it is of the greatest importance that the associations shall then acquaint both the teachers and the general public with this program and secure their co-operation in carrying it through. This point of view will call for an extension of the publicity work carried on by the associations.

THE INFLUENCE OF THE ASSOCIATIONS IN LEGISLATION

As was noted in a previous chapter, the thirty-five associations which submitted financial statements devoted five per cent of their total expenditures for the purpose of influencing legislative action. Twenty-four of these associations expended money for this purpose; eleven spent nothing.

It is probable that a large number of state teachers' associations have had a good deal of influence in the passage of educational legislation. Many of the members, as individuals, would have had considerable influence. Viewed collectively, however, and with the distinct exception of such associations as those of Illinois, California, and Pennsylvania, there is no reason to believe that they have had an influence in any way comparable to that which they might have had.

Indices of Legislative Influences.—There are many indirect methods of evaluating such influence. One index is the amount of unfavorable criticism incurred. It could hardly be hoped that any organization could be a power in a state, especially during this period of retrenchment of funds, without being criticized. The violent attacks upon the California State Teachers' Association, for example, indicate that this association is a factor to be reckoned with, whether for good or evil. Considering the associations as a whole, it may be noted that very little criticism of their activities has been heard.

Another good index of the influence of an association is the character of its legislative program. In a large number of states it was difficult or impossible to find any trace of such a program, with the exception of vague and non-continuous resolutions. If

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it was difficult for one engaged in research to locate this program, it would probably not come to the attention of the teachers, the public, or the legislators.

A third measure of the influence of state associations is an evaluation of the methods used in promoting legislative action. These are spasmodic and lack continuity. Most associations can present few evidences of a continuous, constant effort to promote a well-rounded legislative program.

Illinois' Successful Method.—Of course, nearly every association can claim credit for the passage of isolated bills. And there is considerable evidence to believe that certain associations may justifiably be credited with the passage of a large number of bills. An analysis of the resolutions of fifteen states showed that in certain states the same resolution would be passed for two and three and for as many as eight years; then would appear a resolution commending the legislature for passing the bill called for. An analysis of the association journals also indicated the influence of the associations. In a few cases there can be found continuous appeals, often covering a long period of time, for certain types of legislation; then appear articles describing the bill which had been passed.

There are a few associations which have admittedly had a strong influence. Such a one is the Illinois State Teachers' Association. The method used to promote legislation is described below:

1. At all association meetings, division meetings and in numerous conferences, definite principles of legislative action are determined upon.

2. These principles are stated very clearly in resolutions.

3. A good deal of publicity is given these resolutions. They are constantly discussed in the journal and in special publications.

4. A legislative program is based upon these resolutions. This program is made as specific as possible. (The program for 1923-24 is given at the end of the chapter. Whether its intrinsic value is good or bad, the author does not pretend to judge; but, whether good or bad, there is little danger that it can be misunderstood or not fully understood and it is submitted here as an example of clear and precise statement.)

5. This program is printed in pamphlet form and given wide distribution. It is widely discussed in association meetings. Practically every issue of the journal discusses some or all of the

features of the program. Many rather extensive monographs are issued which present various phases and these are widely distributed.

6. The support of various organizations is solicited, such as the Parent-Teacher Association, the State Federation of Labor, the Rotary Club, etc. If these will not accept the whole program, an attempt is made to secure their support for part of it.

7. The actual bills are framed by the legislative committee.

8. During sessions of the legislature the teachers and public are kept informed through weekly bulletins, articles in the newspapers, and, in times of crisis, by a liberal use of telegrams. Many educators confer with the legislators and appear before their committees.

9. This procedure is continued not only for two years but for as many years as are needed. The program for a single session carries over from preceding years portions of the programs which have not been carried through.

LEGISLATIVE PROGRAM OF THE ILLINOIS STATE TEACHERS' ASSOCIATION
PRESENTED TO THE FIFTY-FOURTH GENERAL ASSEMBLY

This committee, its succeeding committee, the secretary, the publicity committee, and our entire membership should work together energetically and harmoniously to bring about the following ends:

1. The preservation of the good and helpful laws recommended by this association and enacted by the Legislature in the past, and their defense against reactionaries, destructive critics, short-sighted promoters of class prejudices, and advocates of the false economy of reducing the financial support of schools.
2. A taxation system for Illinois that is fair and efficient, equitable and productive, and whose laws and administration are rigidly enforced. As means to this end, and until our present restrictive constitution can be amended, we recommend the following:
 - a. A strict, rigid, and impartial enforcement of the present assessment and taxation laws, and if necessary, the enactment of laws providing more stringent penalties for evading such assessments and escaping such taxation as are now provided by law.
 - b. A revaluation of all property, tangible and intangible, by the State Tax Commission or other proper authority, so that the assessment of all property will be in accordance with the original intent of the present letter of the law.
 - c. A system of corporation and income tax designed to yield to Illinois revenues proportionally commensurate with those received from similar sources by other important industrial states; but if an income tax

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TAB

THE AMOUNT OF SPECIALIZATION

Tabulation of the Departments, Sections, Round Tables, and Affiliated Asso

Number of Associations	Supervisory Officials	Administrative School Divisions			
		Higher Education	Secondary Education	Elementary Education	Rural
19-27			Commercial High Schools		Rural
10-18	County Superintendents City Superintendents	Higher Education	Vocational Industrial	Elementary Grammar Grades Primary and Kindergarten Primary	
2-9	Elementary Principal Principal Superintendence Principals School Administration City Superintendent and High School Principal Principal Superintendents and Principal Compulsory Attendance High School Principal	Higher and Secondary Education Teachers of Education Deans of Women College Teachers of Education College Teachers English Teachers of Normal Schools Teacher Training and College Training	Continuation Schools Junior High	Intermediate Kindergarten Classroom Teachers	Consolidated Schools
1	Elementary Principal and Supervisor Supervising Principal County Superintendents and Rural Education Attendance Officers Administrative Women Rural Supervisors County Supervision and Normal Schools Supervisors of Special Subjects Superintendents and School Boards Headmasters City Supervision County Supervision	State Deans College Deans Foreign Language Instructors English Instructors Fine Arts Agriculture History Mathematics Philosophy Science	Small High School Industrial and Manual Arts High School Normal Training Junior High and Grammar Grades	Primary Council County Teachers	

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IN STATE TEACHERS' ASSOCIATIONS

ciations Recognized in the Programs of Thirty-five Associations in 1923

Subjects		Special Phases of Educational Study	Miscellaneous
Secondary School Subjects	Elementary School Subjects		
English Home Economics Modern Languages	Music		
History Physical Education Classics Science Mathematics	Geography		
Agriculture Biology Spanish Mathematics and Science Physical Science Vocational Agriculture Social Science History and Government Manual Arts Arts German Latin Romance Languages Chemistry Physics and Chemistry	Penmanship Language	Boys Athletics Special Classes Child Study Atypical Children Education Visual Education Tests and Measurements	Parent Teachers Library School-Board Bible-Study School Nurses
Greek French-German Biology, Physiology and Hygiene Debating Reading and Public Speaking Home Economics Conference Nutrition Vocational Home Economics Fine Arts and Manual Training School Hygiene and Physical Education Modern Languages and Latin Scandinavian Earth Science Drawing and Manual Arts Debate, Public Speaking and Dramatics Speech Secondary Art Public Speaking Mechanic Arts French	Arithmetic Reading Drawing Nature Study and School Gardens Elementary English Folk-lore Geography and Nature Study Elementary Industrial Arts	Health and Physical Education Health Education Efficiency in Teaching Child Welfare Open Air Cripples Accelerated Pupils Subnormal Sight Saving Incorrigible Correction of Speech Psychology of Education Educational and Vocational Guidance High School Athletics Bible Study Americanization Adult Education Training for Citizenship Athletic Meetings	Social Service Public Health Indian School Anti-tobacco Bookmen's League School Improvement Research Association Home Service Public Welfare Visiting Teachers Federal Bureau of Education Immigrant Education Home and School Juvenile Court and Part Time

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- is levied, incomes resulting from personal service or legitimate business enterprise should be taxed at a lower rate than those resulting from private appropriation of socially created values.
- d. The payment of a reasonable rate of interest upon deposits of school funds by the banks and other depositories having such funds on deposit.
 - e. Such a reduction in the commission of county collectors or other legal provision as will prevent the payment of funds levied for school purposes over into the general county fund.
3. An approximate equalization of educational opportunity for the children of Illinois. As means to this end, we recommend the following:
- a. Larger territorial units for school taxation and administration.
 - b. An increase in the appropriation to the state school fund until it shall equal at least 25 per cent of the total expense for common schools in Illinois.
 - c. Schools for those children who cannot profit from the regularly organized schools, because of some mental or physical handicap.
4. Improvement in the ability, efficiency and permanence of the teaching force. As means to this end, we recommend the following:
- a. Moderate and progressive increases in the educational and training requirements for beginning teachers, with the first steps similar to those embodied in Senate Bill No. 326 in the Fifty-Third General Assembly and recommended by the State Examining Board.
 - b. More liberal financial support for the state teacher training institutions.
 - c. A release of the state teachers' colleges and normal universities from the hampering restrictions of the present code.
 - d. The establishment and operation of a number of auxiliary normal training schools scattered over the state, held for six or eight weeks' terms in local school buildings, conducted under the supervision of the existing state teacher training schools, and having their instructors paid out of a special appropriation made for that purpose.
 - e. A more secure tenure for teachers, principals and superintendents.
5. A reasonable improvement in the service rendered by the schools to the children.
- a. The codification and clarifying of the compulsory attendance laws.
 - b. An extension and increase in state aid for special schools and classes of a typical, subnormal, and crippled children.
 - c. A more effective organization and better administration system of physical education.

TABLE 7

GENERAL DATA CONCERNING OFFICIAL ORGANS OF STATE TEACHERS' ASSOCIATIONS

Official Organ	Founded	Became Association Organ	Owned by Association	Official Organ of State Department	Number of Issues per Year	Editor Is Executive Secretary
Alabama School Journal	1883	1883	Yes	Yes	10	Yes
Arizona Teacher and Home Journal	1912	1917	No	Yes	10	No
Journal of Arkansas Education	1900	1923	Yes-1922	No	10	Yes
Sierra Educational News (Calif.)		1904	Yes	No	10	Yes
Colorado School Journal	1885	1910	Yes-1910	No	10	Yes
Florida School Journal	1923	1923	Yes-1923	Yes	10	No
Home, School and Community (Ga.)		1924	No	Yes	12	No
Idaho Teacher	1917	1917	Yes-1917	No	9	No
Illinois Teacher	1913	1913	Yes-1913	No	10	Yes
Indiana Teacher	1856	1924	Yes-1924	No	10	Yes
Midland Schools (Ia.)	1885	1918	Yes-1918	No	10	Yes
Kansas Teacher	1914	1914	Yes-1914	No	10	Yes
Kentucky Educational Association Bulletin	1921	1921	Yes-1921	No	4-5	Yes
Proceedings of Maryland S.T.A. ....	....	....	....	....	....	....
Common Ground (Mass.)	1914	1914	Yes-1914	No	8	No
Michigan Educational Journal	1921	1921	Yes-1921	No	9	Yes
Journal of Minnesota Educational Association	1914	1914	Yes-1914	No	9	Yes
Mississippi Educational Advance ...	1909	1921	Yes-1921	Yes	9	No
School and Community (Mo.)	1920	1920	Yes-1920	No	10	No
Inter-Mountain Educator (Mont.)	1903	1917	No	No	10	No
Nebraska Educational Journal	1922	1922	Yes-1922	No	10	Yes
Bulletin of N. H. S. T. A. ....	....	....	....	....	....	....
School News of New Jersey	1910	1920	No	No	12	No
New Mexico School Review .....	....	....	....	....	....	....
Journal of New York S. T. A.	1913	1913	Yes-1913	No	10	No
Associated Teacher (N. D.)	1922	1922	Yes-1922	No	9	Yes

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TABLE 7—(Continued)

Official Organ	Founded	Became Association Organ	Owned by Association	Official Organ of State Department	Number of Issues per Year	Editor is Executive Secretary
Oklahoma Teacher ..	1919	1919	Yes-1919	No	9	Yes
Pennsylvania School Journal	1852	1921	Yes-1921	No	10	Yes
South Dakota Educator	1887	1921	No	No	10	No
Texas Outlook	1917	1917	Yes-1917	No	12	Yes
Utah Educational Review	1907	1909	Yes-1924	Yes	9	--
Virginia Journal of Education	1869	1921	Yes-1921	Yes	10	Yes
Washington Education Journal	1888	1921	Yes-1921	No	8	Yes
West Virginia School Journal and Educator	1871	1923	Yes-1923	No	10	Yes
Wisconsin Journal of Education	1854	1924	Yes-1924	Yes	9	Yes

TABLE 8

THE CONTENTS OF THE PENNSYLVANIA SCHOOL JOURNAL

ANALYSIS OF THE AMOUNT OF SPACE DEVOTED TO VARIOUS PHASES OF EDUCATION DURING 1923-1924

Topic	Percentage of Total Space
ADVERTISING	31.10%
INDEX, TABLE OF CONTENTS, ETC.	2.44
ASSOCIATIONS	13.88
National Education Association	3.22
Announcements and programs	2.48
Articles on	.74
State Education Association	7.24
Arrangements for	.31
Membership	1.44
Legislative action	.44
Meetings	.88
Program	2.99
Articles	.60
Reports	.58
Others: Including Local Associations	3.40

TABLE 8—(Continued)

Organization—meetings	1.31	
Professional meetings	.78	
Institutes	.61	
Parent-teacher associations	.70	
TEACHERS		2.20
General Topics	1.76	
Qualifications, Examinations, Certificates	.25	
Salaries	.19	
GENERAL TOPICS		20.28
Citizenship and Patriotism	2.06	
Vocational Schools and Vocational Work	1.77	
Colleges, Universities and Normal Schools	2.56	
Curriculum	.15	
Individual Differences, Tests and Measurements	1.51	
Suggested Programs	.45	
Safety Teaching—Thrift	.45	
Child Labor	.26	
Administration	6.61	
National	.07	
State and general	2.18	
City	.41	
School boards	.54	
Compulsory attendance, attendance	.35	
School libraries	1.29	
Subjects on	.50	
Clinics, special education, etc.	1.30	
School Buildings, Sites, Equipment, etc.	.44	
Hygiene, Ventilation, Heat, Light, etc.	.60	
Physical Education, Drills, etc.	.34	
School Management	.84	
General phases	.62	
Discipline	.28	
Questioning, recitation, examinations	.04	
Junior and Senior High Schools	2.14	
General phases	.72	
Subjects on	1.08	
Orchestra and music	.34	
UNCLASSIFIED MATERIAL ON EDUCATION		13.16
Discussions	6.73	
Quotations	.25	
Educational Bills	.72	
Miscellaneous	5.46	
CURRENT EDUCATIONAL NEWS AND NOTES		14.25
Miscellaneous News and Personals	10.82	
Necrology	.91	
Scrapbook Reviews and Notices	.54	
Editorial News and Comments	1.34	
Contributions	.61	

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TABLE 8—(Continued)

NON-EDUCATIONAL ITEMS	2.69
Jokes	.15
Poetry	.62
News	.24
Articles	.80
Miscellaneous	.85
TOTAL	100.00%

CHAPTER VII

THE EDUCATIONAL PROGRAM OF STATE TEACHERS' ASSOCIATIONS

Purpose of Chapter.—Forty-six superintendents of schools and forty-six association presidents and secretaries were asked to rank the aims and objectives of state teachers' associations. Their judgment was presented in Chapter III. It was there shown that these judges believe that those who are elected to direct the affairs of these associations should as soon as possible formulate an educational program, similar in nature and in purpose to the platforms of political parties, listing the specific ways in which the educational conditions of the state may be improved. It is the purpose of this chapter to furnish some guiding principles which can be used in the building of such a program.

RESOLUTIONS USED AS AN INDEX TO PROBLEMS IN WHICH ASSOCIATIONS HAVE BEEN INTERESTED

Programs of such a nature were difficult to find in the literature of most associations. Resolutions passed by an association were generally the only educational program. As a rule, however, these resolutions dealt with the broader theories and policies of education. For example, many resolutions declared that it is necessary "to elevate the standards of the teaching profession." If an educational program is to be useful its planks must be more concrete and specific than this; the abstract statement, "to elevate the standards of the teaching profession" is comparatively ineffective when compared with the concrete statement that "six years of training above the elementary school should be required as a minimum qualification for certification" or the concrete statement that "recertification should be required after each five years of teaching service."

Though the resolutions of the associations are not sufficiently concise and definite to constitute educational programs (in the sense used here), they serve as a good index to the problems

which have interested state teachers' associations and have consequently been used as a basis for this chapter. They have been framed with care and have epitomized the best educational thought of each state. With the exclusion of matters concerned purely with organization, a major part of the business meetings has been devoted to their discussion. They have been advanced in the journals and state meetings and have helped to shape educational thought.

Analysis of Resolutions.—As representative of the resolutions of all the associations, the resolutions of fifteen state teachers' associations were analyzed. Those considered were passed by the associations of Illinois, Maryland, Mississippi, Missouri, New Jersey, North Carolina, North Dakota, Ohio, Pennsylvania, South Carolina, South Dakota, Texas, Washington, Wisconsin, and Wyoming. An attempt was made to obtain every resolution passed by these associations during the years 1913 to 1923. This was impossible due to the incompleteness of original sources. It was possible, however, to obtain these for an average of eight of the eleven years for each state.

A large number of congratulatory and commendatory resolutions were eliminated. Those which remained were grouped in three classes. In the first group were placed those resolutions which dealt with problems of general educational interest and not specifically concerned with the interests of teachers; in the second group were placed those problems very closely related to the interests of teachers; and in the third group were placed resolutions not exclusively of interest to education. The frequency of these resolutions, according to the general problems with which they are concerned, are presented in Table 9 and indicate the fields of education in which the associations have felt it their function to serve.

Resolutions Deal with Wide Variety of Problems.—Examination will show that the associations have in no sense tried to serve any particular field of education. They have interested themselves in every phase of educational work. The frequency of the resolutions, to an extent, gives a weighting or degree of emphasis to the problems which have been considered of greatest concern. It is evident from Table 9 that a large majority of resolutions treat of problems of general interest to education. A large number treat of non-educational subjects; more deal with problems closely related to

the interests of teachers, such as salaries, professional standards, and retirement provisions; the greatest number are concerned, however, with such problems as school support, state and county administrative organization, curricula and courses of study, and rural education. To generalize on association purposes as revealed by their resolutions, it is fair to state that the associations have been interested in the whole field of education; that such emphasis as is indicated by their frequency has not differed from the emphasis which would have been made by any agency interested in the whole field of education; and, that, as a group, they have not given special service in any particular field.

METHOD OF DETERMINING THE REAL FUNCTION OF THE ASSOCIATIONS

Construction of Judgment Scale III.—It was thought possible that the associations might be peculiarly able to solve certain types of educational problems. It was thought that they might be able to solve these problems better than any other agency in the state and that their resources might be of such a nature as to peculiarly adapt them to advance the educational interests of the state in a narrower field than has been the practice. After all possible progress was made in this narrower field, the association could broaden the scope of its interests to include other problems. Again, it was thought possible that certain types of educational problems might be solved with greater expedition by some other agency in the state.

To discover whether this were true, and if so, which problems can best be solved by state teachers' associations, Judgment Scale III was constructed. The educational problems listed were those revealed by the analysis of the resolutions of state education associations.

JUDGMENT SCALE III

THE EDUCATIONAL PROGRAM OF STATE TEACHERS' ASSOCIATIONS

Determining and defining the educational program of a State Teachers' Association is generally the duty of the committee on resolutions. Conditions vary from state to state and from year to year. But assuming all other things to be equal and constant, the Association probably has a unique function in the advancement of educational conditions in the state and, better than any other agency, can solve certain types of educational problems. The purpose of your judgment is to help in discovering what problems the Association is best fitted to solve.

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Assuming a typical state in a typical year, please grade the problems below according to the order in which they should be attacked by the committee which is building the Association educational program.

Give a grade of A to the problems which the Association is best able to solve.

Give a grade of B to the problems which the Association should attack but which are not as surely within the province of the Association as are those you have rated A.

Give a grade of C to the problems which can best be handled by some other agency but should be considered by the Association for the purpose of ratification.

Give a grade of D to those problems with which the Association should not be concerned at all.

EDUCATIONAL PROBLEMS	Grade
1. Association organization and purposes	A
2. Adult education	_____
3. Americanization and education of foreigners	_____
4. Child labor	_____
5. Cigarette smoking	_____
6. Code of ethics	_____
7. Compulsory education	_____
8. Curricula and courses of study	_____
9. Details of school administration	_____
10. Equal suffrage	_____
11. Expenses of Boards of Education	_____
12. General taxation, valuation of property, etc.	_____
13. Good roads	_____
14. Health, physical education, medical inspection, etc.	_____
15. High school fraternities	_____
16. Kindergartens	_____
17. Law and order	_____
18. Libraries	_____
19. Military training	_____
20. N. E. A. membership, organization, etc.	_____
21. National Department of Education (cabinet officer, etc.)	_____
22. Normal schools and colleges	_____
23. "One flag—one language"	_____
24. Organization of high and elementary schools	_____
25. Prohibition	_____
26. Professional training of teachers	_____
27. Professional standard of teachers, certification, etc.	_____
28. Protection of teachers unjustly attacked	_____
29. Rehabilitation of soldiers	_____
30. Removal of illiteracy	_____
31. Remuneration for summer training	_____
32. Retirement and pension provisions	_____
33. Rural education	_____
34. Salaries of teachers and supervising officials	_____

35. School code (law)	_____
36. Schools for defectives	_____
37. School gardens	_____
38. School support	_____
39. Simplified spelling	_____
40. Smith-Hughes law	_____
41. Smith-Towner law	_____
42. State and county administrative organization	_____
43. State compensation	_____
44. State constitution	_____
45. State surveys	_____
46. Summer schools	_____
47. Supervision of classroom work	_____
48. Teaching of thrift	_____
49. Tenure of teachers and supervisory officials	_____
50. Textbooks	_____
51. Transportation of pupils	_____
52. Vocational, agricultural and continuation schools	_____
53. Wider use of school plant	_____
54. World peace	_____

Evaluation of Problems in Judgment Scale III.—It was hoped that the consensus of opinion of a body of competent judges would clarify thinking as to the true function of state teachers' associations and serve as a guide in the formulation of educational programs. Judgment Scale III was therefore evaluated by the same group of school superintendents and the same group of association presidents and secretaries that ranked the association aims and objectives listed in Judgment Scale II.

Method of Scoring Judgment Scale III.—The results of these judgments may be found in Tables 10 and 11. In scoring the judgments, A was given a value of one, B a value of two, C a value of three, and D a value of four. In reading the tables it should be understood that a score approaching 46 indicates that the judges consider the problem of the greatest concern and one which the association is better able to solve than any other agency; a score approaching 92 indicates that the judges consider the problem to be within the province of the association but one which should not be considered until those of higher importance have been attacked; a score approaching 138 indicates that the judges believe the problem to be of such a nature as to preclude its consideration by an association except for purposes of ratification; and a score of 184 indicates that the judges believe that the problem should not be a concern of the associations.

RESULTS OF JUDGMENT SCALE III

The opinions of the two groups of judges who evaluated the problems correlated plus .92, a very high extent of agreement. The two groups of judges agreed that the educational program should be concerned first and primarily with educational conditions closely related to the interest of teachers, such as professional standards of teachers, retirement provisions and protection of teachers unjustly attacked. They also agreed that support of the program of the National Education Association was a matter of foremost concern. After such problems have been advanced as much as possible, the educational program may then include a large educational problem. Non-educational problems should, according to the judges, be considered by the associations only for the purpose of ratification.

Problems in First Quartile.—In Table 10 the problems rated have been divided into quartiles according to the final score given them by each group of judges. The problems listed below in alphabetical order are the problems which appear in the first quartile in the judgments of both groups of judges.

1. Methods, organization and problems of the association (rank given arbitrarily by writer)
2. Code of ethics
3. Health, physical education, medical inspection, and the like
4. National Department of Education
5. National Education Association membership, organization, etc.
6. Professional training of teachers
7. Professional standards of teachers, certification, etc.
8. Protection of teachers unjustly attacked
9. Retirement and pension provisions
10. Rural education
11. Salaries of teachers and supervisory officials
12. Tenure of teachers and supervisory officials

Curricula and courses of study and removal of illiteracy were placed in the first quartile by the superintendents but in the second quartile by the association officers; supervision of classroom work and school support appear in the lower first quartile of the officers'

rating but appear in the second quartile in the superintendents' rating.

Problems in Second Quartile.—The problems which fall in the second quartile in the ratings of the superintendents and the association officers are:

1. Compulsory education
2. Kindergartens
3. Organizations of high and elementary schools
4. "One flag—one language"
5. Remuneration for summer training
6. School code
7. Smith-Towner Bill (best known name for National Education Bill)
8. State surveys
9. State and county administrative organization
10. Teaching of thrift

Wider use of school plant and Americanization of foreigners appear in the second quartile of the superintendents' rating, but in the third quartile of the officers' rating; normal schools and colleges and textbooks appear in the second quartile of the officers' rating, but in the third quartile of the superintendents' rating.

Problems in Third Quartile.—The problems which fall in the third quartile of both the superintendents' and officers' ratings are:

1. Adult education
2. Details of school administration
3. Fraternities
4. Libraries
5. Smith-Hughes Law
6. State compensation
7. Summer schools
8. Vocational, agricultural and industrial education
9. World peace

Schools for defectives and child labor were placed in the third quartile by the superintendents and in the fourth quartile by the officers; general taxation, property valuation, etc., and transportation of pupils were placed in the third quartile by the officers but in the fourth quartile by the superintendents.

Problems in Fourth Quartile.—The problems which appear in the fourth quartile are of the least importance to the associations in the opinion of the judges. Both groups agreed in placing the following problems in this division:

1. Cigarettes
2. Equal suffrage
3. Expenses of boards of education
4. Good roads
5. Law and order

TAB

CLASSIFICATION OF THE RESOLUTIONS PASSED BY
1913-1923, CLASSIFIED ACCORD

Resolutions Which Treat, as a Whole or in Part, Problems of General Interest to Education	Frequency of Occurrence
School Support (except teachers salaries)	72
State and County Administrative Organization	65
Curricula and Courses of Study	37
Rural Education	36
Health, Physical Education, Medical Inspection, etc.	35
Vocational, Agricultural and Continuation Schools	23
Smith-Towner, Sterling-Towner Bills	20
Compulsory Education	19
Concerning Details of Administration	16
Child Labor	13
Wider Use of School Plant	13
Normal Schools and Colleges	11
Textbooks	10
Organization of High and Elementary Schools	9
State Surveys	8
Americanization and Education of Foreigners	7
Supervision of Classroom Work	6
Transportation of Pupils	6
National Department of Education	5
Libraries	5
Teaching of Thrift	5
Adult Education	4
Removal of Illiteracy	4
Smith-Hughes Law	4
Kindergartens	4
Schools for Defectives	4
Military Training	2
School Code	2
Expenses of School Directors	2
School Gardens	2
High School Fraternities	2
Summer School	2
Code of Ethics	2
Miscellaneous	35
Total	390

6. Military training
7. Prohibition
8. Rehabilitation of soldiers
9. School gardens
10. Simplified spelling
11. State constitution

CONCLUSION

The judges who evaluated Judgment Scale III believe that the associations should formulate educational programs which

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FIFTEEN STATE TEACHERS' ASSOCIATIONS FROM
ING TO PROBLEMS TREATED

Resolutions Which Treat, as a Whole or in Part, Problems Not Exclusively of Interest to Education	Frequency of Occurrence
Patriotic and War-time Resolutions	28
General Taxation, Valuation of Property, etc.	14
Equal Suffrage	10
Prohibition	10
State Constitution	8
Simplified Spelling	6
Anti-Cigarettes	4
World Peace	4
"One Flag—One Language"	4
Law and Order	3
Rehabilitation of Soldiers	2
Good Roads	2
Miscellaneous	6
Total	101

Resolutions Which Treat, as a Whole or in Part, the Problems Closely Related to the Interests of Teachers	Frequency of Occurrence
Methods, Organization and Problems of State Associations	74
Salaries of Teachers and Supervisory Officials	33
Professional Standards of Teachers, Certificates, etc.	31
Retirement and Pension Provisions	26
Tenure of Teachers and Supervisory Officials	17
Professional Training	14
N. E. A. Membership, Organization, etc.	6
Remuneration for Summer Training	3
Protection of Teachers Unjustly Attacked	1
State Compensation	1
Participation in Administration	1
Total	207

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TABLE 10

THE EDUCATIONAL PROGRAM OF STATE TEACHERS' ASSOCIATIONS

Educational Problems Ranked According to Frequency of Occurrence in Resolutions, and According to the Judgment of Forty-six Superintendents and Forty-six Officers of State Associations

Educational Problem	Rank According to Frequency of Occur- rence in Resolutions	Rank According to Superin- tendents' Judgment	Rank According to Association Officers' Judgment
1. Methods, Organization and Problems of Association	1	1	1
2. School Support	2	27	13
3. State and County Administrative Organization	3	17	26.5
4. Curricula and Courses of Study	4	12	14.5
5. Rural Education	5	8.5	8
6. Health, Physical Education, Medical Inspection, etc.	6	7	14.5
7. Salaries of Teachers and Supervisory Officials	7	14	11
8. Professional Standards of Teachers .	8	5	8
9. Retirement and Pension Provisions .	9	8.5	6
10. Vocational, Agricultural and Continuation Schools	10	30	34
11. Smith-Towner Bill	11	22.5	26.5
12. Compulsory Education	12	22.5	20
13. Tenure of Teachers and Supervisory Officials	13	12	3½
14. Details of School Administration ...	14	42	38.5
15. Professional Training of Teachers ...	15.5	4	3½
16. General Taxation, Valuation of Property, etc.	15.5	46	31
17. Wider Use of School Plant	18	23	29
18. Child Labor	18	37	49
19. Normal Schools and Colleges	18	34	22.5
20. Textbooks	21	32.5	28
21. Equal Suffrage	21	54	53
22. Prohibition	21	49	50
23. Organization of High and Elementary Schools	23	15	17
24. State Surveys	24.5	19	25
25. State Constitution	24.5	44.5	46.5
26. Americanization and Education of Foreigners	25	27	35
27. Supervision of Classroom Work	28.5	25	12
28. Simplified Spelling	28.5	41	45
29. Transportation of Pupils	28.5	44.5	35
30. N. E. A. Membership, Organization, etc.	28.5	2	5
31. National Department of Education .	32	3	10
32. Libraries	32	36.5	32.5
33. Teaching of Thrift	32	27	22.5
34. Anti-Cigarettes	37.5	48	43

TABLE 10—(Continued)

Educational Problem	Rank According to Frequency of Occur- rence in Resolutions	Rank According to Superin- tendents' Judgment	Rank According to Association Officers' Judgment
35. World Peace	37.5	40	40
36. "One Flag—One Language"	37.5	17	21
37. Adult Education	37.5	36.5	42
38. Removal of Illiteracy	37.5	12	24
39. Smith-Hughes Law	37.5	39	32.5
40. Kindergartens	37.5	20.5	18
41. Schools for Defectives	37.5	32.5	49
42. Remuneration for Summer Training	42.5	24	19
43. Law and Order	42.5	47	44
44. Military Training	48	53	51
45. School Code	48	17	16
46. Rehabilitation of Soldiers	48	50	54
47. Expenses of School Directors	48	51.5	46.5
48. School Gardens	48	43	41
49. High School Fraternities	48	29	37
50. Good Roads	48	51.5	52
51. Summer School	48	34	30
52. Code of Ethics	48	10	2
53. Protection of Teachers Unjustly At- tacked	53.5	6	8
54. State Compensation	53.5	35	38.5

are concerned with problems closely related to the interests of the teachers; when these problems have been treated to the fullest extent the balance of the programs should be concerned with problems of broad scope and of state-wide interest.

The ranking of the individual problems in Judgment Scale III should not be taken as absolute. A judgment scale, listing the particular problems of a particular state and evaluated by competent judges within that state, would be of much greater value to any association which is constructing an educational program.

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TABLE 11

THE EDUCATIONAL PROGRAM

Score and Rank of Educational Problems as Determined by the Judgments of Forty-six Superintendents and Forty-six Officers of State Education Association. (A low score indicates greatest importance.)

Educational Problem (Rank Determined by Score as Judged by Superintendents)		Score	Educational Problem (Rank Determined by Score as Judged by Officers of State Education Associations)		Score
Q ¹	1. Association Organization	46	1. Association Organization	46	Q ¹
	2. N. E. A. Membership, Organization, etc.	55	2. Code of Ethics	49	
	3. National Department of Education	57	3. Professional Training of Teachers	65	
	4. Professional Training of Teachers	60	4. Tenure of Teachers and Supervisory Officials	65	
	5. Professional Standards of Teachers, Certification, etc.	61	5. N. E. A. Membership, Organization, etc.	66	
	6. Health, Physical Educa- tion, Medical Inspection, etc.	64	6. Retirement and Pension Provisions	68	
	7. Protection of Teachers Unjustly Attacked	65	7. Professional Standards of Teachers, Certification, etc.	70	
	8. Retirement and Pension Provisions	66	8. Protection of Teachers Unjustly Attacked	70	
	9. Rural Education	66	9. Rural Education	70	
	10. Code of Ethics	69	10. National Department of Education (Cabinet Offi- cer, etc.)	71	
	11. Curricula and Courses of Study	72	11. Salaries of Teachers and Supervisory Officials	73	
	12. Removal of Illiteracy . .	72	12. Supervision of Classroom Work	78	
	13. Tenure of Teachers and Supervisory Officials . . .	72	13. School Support	82	
	14. Salaries of Teachers and Supervisory Officials . . .	73	14. Health, Physical Educa- tion, Medical Inspection, etc.	86	
	15. Organization of High and Elementary Schools	74	15. Curricula and Courses of Study	86	
	16. One Flag—One Language	75	16. School Code	87	
	17. School Code	75	17. Organization of High and Elementary Schools	89	
	18. State and County Ad- ministrative Organization .	75	18. Kindergartens	90	
	19. State Surveys	78	19. Remuneration for Sum- mer Training	90	
	20. Kindergartens	81	20. Compulsory Education . .	91	
	21. Compulsory Education . .	84	21. One Flag—One Language	Q ²	
	22. Smith-Towner Law . . .	84	22. Normal Schools and Col- leges		
	23. Remuneration for Sum- mer Training	85	23. Teaching of Thrift		
	24. Wider Use of School Plant	87	24. Removal of Illiteracy . .		
	25. Supervision of Class Work	89	25. State Surveys		
	26. Americanization and Ed- ucation of Foreigners . .	90	26. Smith-Towner Law . . .		
	27. School Support	90	27. State and County Admin- istrative Organizations . . .		
	28. Teaching of Thrift	90	28. Textbooks		

TABLE 11—(Continued)

Educational Problem (Rank Determined by Score as Judged by Superintendents)	Score	Educational Problem (Rank Determined by Score as Judged by Officers of State Education Association)	Score
29. High School Fraternities	92	29. Wider Use of School Plant	100
30. Vocational Agricultural & Continuation Schools ..	92	30. Summer Schools	103
31. School for Defectives ..	96	31. General Taxation, Valua- tion of Property, etc.	105
32. Textbooks	96	32. Smith-Hughes Law	106
33. Normal Schools and Col- leges	98	33. Libraries	106
34. Summer Schools	100	34. Vocational, Agricultural & Continuation Schools ...	107
Q ³ 35. State Compensation ...	100	35. Americanization and Ed- ucation of Foreigners ...	108
36. Libraries	102	36. Transportation of Pupils	109
37. Adult Education	102	37. High School Fraternities	110
38. Child Labor	104	38. Details of School Admin- istration	111
39. Smith-Hughes Law	105	39. State Compensation	111
40. World Peace	114	40. World Peace	113
41. Simplified Spelling	116	41. School Gardens	116
42. Details of School Admin- istration	120	42. Adult Education	119
43. School Gardens	122	43. Cigarette Smoking	122
44. State Constitution	123	44. Law and Order	125
45. Transportation of Pupils	123	45. Simplified Spelling	126
46. General Taxation, Valua- tion of Property, etc. ...	127	46. Expenses of Boards of Ed- ucation	130
47. Law and Order	135	47. State Constitution	130
Q ⁴ 48. Cigarettes	143	48. Schools for Defectives ..	134
49. Prohibition	147	49. Child Labor	135
50. Rehabilitation of Soldiers	149	50. Prohibition	140
51. Good Roads	149	51. Military Training	143
52. Expenses of Boards of Education	151	52. Good Roads	152
53. Military Training	153	53. Equal Suffrage	153
54. Equal Suffrage	164	54. Rehabilitation of Soldiers	159

CHAPTER VIII

CONCLUSION

In 1907 the total membership of all state teachers' associations was 65,793; in 1923 it had increased to 436,392, a growth of 66.3 per cent in a span of only sixteen years. There has been a corresponding growth in the scope and size of the activities in which the associations are engaged. So constant has been the need to accommodate the situations which have resulted from this rapid development, so imperative the need for reorganization after reorganization, that controlled and systematized methods of progress could not have been expected. Each association has felt it best to provide for and to administer its own affairs with a sole consideration of momentary demands.

ASSOCIATION OBJECTIVES MUST BE CLEARLY DEFINED

The work of the associations has now assumed such large proportions, and involves so much, that it can be carried on only through the guidance of clearly defined objectives. The direction of their projects requires judgment and foresight. When the end is clear, campaigns may be made more surely to convert the public to the desirability of attaining these ends.

The chief function of this study has been to summarize the opinions of competent judges as to what the objectives of the associations should be and also to summarize their opinions as to the best methods and procedures for attaining these objectives. The following paragraphs briefly epitomize the opinions of these men.

CENTRALIZATION OF CONTROL A NECESSITY

The membership of almost every association is so large and so scattered that no concrete work can be carried on except as the association functions through a comparatively small number of individuals. The same principles must govern the association that have been found workable in large business organizations

which are owned by thousands of investors but are managed by a few. The representative assembly, with power to legislate for the association, is necessary for effective action. The direction of activities must be placed in the hands of a few members who should be held accountable for the success of association plans. The actual executive work should be done by one man with the necessary assistants. This man should be most carefully chosen; he must have vision, common sense, and force.

THE EDUCATIONAL PROGRAM

To devote tremendous effort and large sums of money to build up an organization which has no controlling purpose would be unthinkable. Each association should critically determine the fields in which it can render the greatest service and then plan the specific steps which must be taken in order that improvements may be made.

Problems of peculiar interest to teachers should be attacked first, problems such as teachers' tenure, salaries, and certification. These problems must be considered not alone from the standpoint of the selfish interests of the teaching body; the welfare of the public must always be taken into account.

When the greatest effort has been expended in solving these problems the association should then attack the larger educational problems which are of nation-wide and of state-wide interest.

ADVANCEMENT OF THE EDUCATIONAL PROGRAM

When the specific ways in which the association may function have been decided upon, every resource of the association must be employed to successfully forward these plans.

More space should be given in the journals than is now given to explaining and defining association policies and to enlisting the support of the teachers. A larger proportion of the subjects discussed at local, division, and state meetings, should be concerned with the status and future development of education in the state. More publicity should be carried on for the purpose of obtaining the active support of the general public. Every effort should be made to secure the passage of necessary legislation. Such research work as is required must be financed and directed by the association.

When the educational program has been advanced as much as

possible, the officers may then seek ways and means for entertaining the teachers, for increasing their knowledge about tests and measures, junior high schools, and other questions of general interest, and for increasing the specialized knowledge of specialized groups of teachers.

CONCLUSION

As a rule, state teachers' associations have been compelled to give so much time and effort to the development of their organizations that little time and effort could be devoted to achieving the ends, for the attainment of which these organizations exist. With a widely spread membership, composed of teachers with short tenure in the profession, it might seem almost impossible for them to carry on tangible and specific programs of work. But many associations, such as those of Illinois, Michigan, Pennsylvania, Washington, and Missouri, have already been able to attain worthy ends which were foreseen. There is reason to believe that every association can make a real contribution to education and to society.

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